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AUTHOR Randolph, Harland
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ABSTRACT

In a national study to help assure that programs meet the legislative mandate and are socially responsive to black students' needs, federal vocational education administrators surveyed black leaders. Respondants included 1,252 persons. The first of three major survey questions--"Is it desirable for black students to enter and complete vocational education programs?"--was answered "yes." This answer assumes that the program provides marketable skills and other benefits that outweigh negative aspects and preclude a tracking system. In answering question 2--"What kind of vocational education programs will help more blacks successfully enroll in and complete the programs?"--six recommendations were formulated: relate training to available or emerging jobs; provide sound academic studies; arrange for on-the-job work experiences; increase the amount of stipends and number of scholarships; set high graduation requirements; provide placement services, and conduct follow-up studies. Question 3--"How can vocational education programs better meet the training-employment needs of black students? -- was responded to with policy recommendations for training black youth to be employable. Based on study findings and Policy Panel and Strategic Advisors' opinions, the Office of Education made recommendations in seven areas: Black involvement, goals and accountability, federal administration of vocational education, funding, occupational diversity, employment, and alternative occupational training programs. (CSS)

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BLACK LEADERS' ATTITUDES TOWARD THE DESIRABILITY OF BLACK STUDENTS' ENTERING AND COMPLETING VOCATIONAL EDUCATION PROGRAMS

A National Study

Harland Randolph, Ph.D/
Principal Investigator
A. L. Nellum and Associates, Inc.
1990 M Street, N.W.
Washington, D.C. 20036

Cleveland Randle
Project Officer
Bureau of Occupational
and Adult Education
Department of Health, Education, & Welfare

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PREFACE

The final report of the survey of Black Leaders' Attitudes Toward the Desirability of Black Students' Entering and Completing Vocational Education Programs is presented in five sections. The title and contents of the five parts are:

Part 1: Highlights (Executive Summary)

This is a summary of the study, with emphasis on the major findings and recommendations. A description of the study's objectives and methodology is included.

Part 2: Recommendations

This section contains the recommendations made by Strategic Advisors and derived from the study findings and is designed to be of most value to decision makers who want to use the outcomes of the study as a basis for establishing policy and taking action to improve programs of vocational education.

Part 3: Summary of Study and Findings

This is a summary of the major findings of the study.

Part 4: Detailed Findings

In this part, the findings are discussed in detail, and statistical and analytical information is provided to document the findings.

Part 5: Description of Study Methods

This is a detailed description of the methodology used to conduct the survey of black leaders' attitudes.

ACKNOWLEDGMENTS

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Members of the Policy Panel

Shirley Chisholm	Representative U.S. Congress
Carol Gibson	Director of Education National Urban League
Reginald Petty	Executive Director National Advisory Council on Vocational Education
N. Alan Sheppard, Ph.D.	President National Association for the Advancement of Black Americans in Vocational Education
Joan Wills	Director for Employment and Vocational Training Programs National Governors Association

Strategic Advisors

Angie Grace	Program Officer The Advisory Council for Technical-Vocational Education in Texas
Maude Goldston	Supervisor of Personnel Development Virginia Division of Vocational Education
Ted Greer	Chief Resident Services Division Department of Housing and Community Development - Property Management Administration
Addison S. Hobbs	State Director for Vocational-Technical Education Services Michigan State Department of Education

Strategic Advisors (cont'd)

Willis J. Martin	Director Office of Equal Employment Opportunity Staff - Bureau of Apprenticeship and Training Department of Labor
Charles Nichols	Director Vocational Education Minneapolis Public Schools
Sonja Stone, Ph.D.	Director Afro-American Studies University of North Carolina at Chapel Hill

Members of Survey Design Panel

M. Mark Fisher IV	Executive Secretary National Association for Equal Opportunity in Higher Education
M.A. Harkleroad, Ph.D.	Assistant Dean, Admissions University of Maryland
Celious Henderson	President Marion Adult Education and Career Training Center (Chicago, Illinois)
William L. Lewis	Assistant Regional Commissioner of Occupational and Adult Education - Region No. 3 U.S. Office of Education Department of Health, Education, and Welfare (Chicago, Illinois)
Franklin P. Ollivierre	Director Office of Aging, Region I (Boston, Massachusetts)
George R. Quarles	Chief Administrator Office of Career Education Board of Education City of New York

Members of Survey Design Panel (cont'd)

John P. Suggs	Chairman Industrial Arts Department Coppin State College
Benjamin Whitten, Ph.D.	Executive Director Vocational Education Area Baltimore City Public Schools

Members of an Office of Education Advisory Committee

Dr. Glenn C. Boerrigter	Chief, Research Branch Division of Research and Demonstration BOAE - U.S. Office of Education
Dr. William T. Carter	Director Division of Educational Systems Development, BOAE U.S. Office of Education
Richard Hobson	Chief Program Services Branch Division of Adult Education, BOAE
Grace Watson	Educational Program Specialists Office of Career Education U.S. Office of Education
Dr. William C. Young	Special Assistant to the Deputy Commissioner Bureau of Occupational and Adult Education U.S. Office of Education

Members of Staff

Carolyn Davis	Editor
Paul Lewis	Associate Director
Annette McLane	Research Associate
Phil Steitz	Research Associate

TABLE OF CONTENTS

Part 1: HIGHLIGHTS OF STUDY

Section — Page

INTRODUCTION AND DISCUSSION OF PROBLEM.....1-1

PURPOSES OF NATIONAL STUDY.....1-1

THE RECOMMENDATIONS FOR POLICY AND ADMINISTRATIVE ACTION.....1-4

SPECIFIC FINDINGS 1-8

THE STUDY.....1-11

- Products.....1-11
- Method.....1-11
- Respondents.....1-11

SUMMARY.....1-12

Part 2: RECOMMENDATIONS FOR POLICY AND ADMINISTRATIVE ACTION

DISCUSSION.....2-1

SUMMARY OF RECOMMENDATIONS.....2-2

BLACK INVOLVEMENT.....2-6

- Recommendation #1.....2-7
- Appointments.....2-8
- Information System.....2-8
- Monthly Publication.....2-9
- Regional Conferences.....2-9
- Outreach and Recruitment.....2-9
- Resource Mobilization.....2-10

GOALS AND ACCOUNTABILITY.....2-13

- Recommendation #2.....2-13
- Goal Setting.....2-13
- Fixing Responsibility.....2-14

FEDERAL ADMINISTATION.....2-15

Recommendation #3.....2-16
National Five-Year Plan.....2-16
Targeting.....2-17
Evaluation Workshops.....2-17

FUNDING.....2-18

Recommendation #4.....2-18
Detailed Accounting of Set-aside Funds.....2-19
Monitoring, Accountability, and Technical
Assistance (MATA) System.....2-20
Equity Funding.....2-21
Work/Study and Work Experience.....2-22
Scholarships.....2-22
Employer Incentives.....2-22
Facilities and Equipment.....2-23

OCCUPATIONAL DIVERSITY.....2-24

Recommendation #5.....2-24

EMPLOYMENT.....2-26

Recommendation #6.....2-26
Job-Related Training.....2-27
Job Placement.....2-27
Job Development.....2-27
Resource Utilization.....2-28

ALTERNATIVE OCCUPATIONAL TRAINING SYSTEM.....2-29

Recommendation #7.....2-29
Education as a Fringe Benefit.....2-30
Training as an Intergral Component of Employment....2-30
Community-based Training.....2-31

SUMMARY.....2-32

Part 3: SUMMARY OF STUDY AND FINDINGS

INTRODUCTION.....3-1

BRIEF DESCRIPTION OF STUDY.....3-2

Importance.....3-2
Purposes.....3-3
Products.....3-3

Method....3-4
Respondents....3-4
Survey Form....3-5
Results....3-5

SUMMARY OF FINDINGS....3-5

WHAT TYPE OF VOCATIONAL EDUCATION PROGRAMS DO THE LEADERS RECOMMEND?....3-6

Objectives....3-6
Success Criteria....3-7
Job Placement....3-7
Graduation Requirements....3-7
Occupational Clusters....3-8
Course Organization....3-8
Admission Policies....3-9

HOW CAN VOCATIONAL EDUCATION PROGRAMS BE IMPROVED?....3-9

Areas Needing Improvement....3-9
Policies....3-9

HOW TO INCREASE BLACK LEADERS' SUPPORT FOR VOCATIONAL EDUCATION....3-10

HOW DO THE LEADERS EVALUATE VOCATIONAL EDUCATION PROGRAMS?....3-10

Marketable Skills....3-10
Hiring....3-11
Image....3-11

SUMMARY....3-12

Part 4: DETAILED FINDINGS

INTRODUCTION....4-1

Sample Groups....4-1

ITEM 1, Employment in Occupational Clusters....4-5

ITEM 2, Admission Policies....4-7

ITEM 3, Graduation Criteria....4-10

ITEM 4, Job Placement Services....4-17

ITEM 5, Success Criteria: High Schools..... 4-14

ITEM 6, Success Criteria: Community Colleges..... 4-16

Table 6a, Success Criteria: Comparative..... 4-18

ITEM 7, Federal Government Actions..... 4-20

ITEM 8, Job Training Programs: High School 4-22

ITEM 9, Job Training Programs: Community College 4-23

ITEM 10, Employer Preference..... 4-25

ITEM 11, Program Organization..... 4-27

ITEM 12, Avenues to Marketable Skills..... 4-28

ITEM 13, Avenues for Seeking Emploument..... 4-30

ITEM 14 and Item 15, Opinion of Vocational Education Programs: Black and White Students.....4-32

ITEM 16, Effactiveness of Vocational Education Programs..... 4-35

ITEM 17, Related Courses and Skills..... 4-37

ITEM 18, Needed Improvements..... 4-39

ITEM 19, How Black Leaders Can Help..... 4-41

ITEM 20, Increasing Black Leader Support.....4-43

ITEM 21, Beliefs, Positions, and Issues.....4-45

ITEM 22, Avenues to Influencing Vocational Education Programs..... 4-47

ITEM 23 and ITEM 24, Percentage of Blacks Who Should Go to College..... 4-48

ITEM 25, Amount of Trust in Levels of Government..... 4-50

ITEM 26, Occupational Segregation.....4-51

Part 5: DESCRIPTION OF STUDY METHODS

INTRODUCTION..... 5-1

Importance and Purposes.....5-1
Respondents.....5-3
Survey Instrument Development.....5-6
Data Reduction and Analysis.....5-9
Subsample Separation.....5-9

SUMMARY.....5-14

BLACK LEADERS' ATTITUDES TOWARD THE DESIRABILITY OF BLACK STUDENTS' ENTERING AND COMPLETING VOCATIONAL EDUCATION PROGRAMS

PART 1:

HIGHLIGHTS OF STUDY

INTRODUCTION AND DISCUSSION OF THE PROBLEM

Vocational Education Programs are increasing in size, scope, and importance as increased numbers of jobs require training prior to employment. Currently, more than 15 million students are enrolled in Vocational Education Programs, at an annual cost of more than $4-1/2 billion.

Congress' intent is that Vocational Education Programs should be a means of training for employment and that the programs should give special attention and provide specific services to target populations that experience high unemployment. Although Vocational Education Programs are training programs rather than employment programs, present vocational education legislation recognizes and mandates a close correlation between training and employment by stating that the training should be for jobs which are "realistic in the light of actual or anticipated opportunities for employment." It is understandable, therefore, that Congress would direct the use of vocational education to aid in solving the problems of communities with high unemployment rates. To accomplish this objective, Congress has set aside funds and designed high-priority programs for target populations such as the disadvantaged, handicapped, and women and for communities with high dropout or unemployment rates.

As defined by present legislation, black communities and black students are target populations with high-priority program needs. Clearly, this population has critical needs that justify specific and special attention.

PURPOSES OF NATIONAL STUDY

Federal administrators of Vocational Education Programs, to help assure that the programs meet their legislative mandate and are socially responsive to the needs of black students, asked black leaders--through the national study reported on in this document--to assist them in answering several questions. The three major questions of the study were:

- Is it desirable for black students to enter and complete Vocational Education Programs?
- What kind of Vocational Education Programs will help more black students successfully enroll in and complete programs?

- How can Vocational Education Programs better meet the training and employment needs of black students?

Two groups of black leaders helped administrators find answers to these questions. First, more than 1,200 black leaders responded to questions on a survey instrument; then, a small group of Strategic Advisors and members of a Policy Panel analyzed the survey findings and provided policy recommendations. Combined, the two sets of data--the survey findings and the policy recommendations--can be used to enable administrators to make decisions that will benefit black students as well as other target populations.

The answers, in summary, to the three major questions, as revealed by study findings, are as follows:

1. Is it desirable for black students to enter and complete a Vocational Education Program?

Based on the study's findings and the policy recommendations, the answer is "yes." This answer assumes that the Vocational Education Program will provide the student with marketable skills and other tangible benefits, that positive aspects outweigh negative ones, and that the programs do not function as a tracking system. Many black students have entered and completed Vocational Education Programs; many more will do so in the years ahead.

2. What kinds of Vocational Education Programs will help more blacks successfully enroll in and complete the programs?

A wide range of talent, a readiness for training, and the ability to learn all exist among black students. Some black students succeed in the present types of Vocational Education Programs; other students need additional assistance or alternative types of programs if they are to succeed. While students differ greatly in their learning abilities, most of them experience difficulties in a training-employment market that arbitrarily denies them access to training and job opportunities.

The kind of program that may be most responsive to the needs of black students is described in the leaders' responses to a set of survey items. A description of the kind of program that the leaders believe will give a black student a competitive opportunity which, in this case, means he or she will have a chance to succeed includes several major program recommendations. The Vocational Education Program should:

a. Relate training to available or emerging jobs;

b. Provide sound academic studies;

c. Arrange for on-the-job work experiences;

d. Increase the amount of stipends and the number of scholarships;

e. Set high graduation requirements;

f. Provide placement services; and

g. Conduct follow-up studies.

These specific findings and others are discussed in the Summary of Findings (Part 3) and in the Detailed Findings (Part 4).

3. How can Vocational Education Programs better meet the training-employment needs of black students?

This policy question was addressed by the Policy Panel and the Strategic Advisors, an influential group that included: a member of Congress, a local director of vocational education, a State director of vocational education, and staff from the National Urban League, the National Conference of Governors, and similar organizations.

The Policy Panel and Strategic Advisors developed a series of policy recommendations for training black youth to be employable. This objective is consistent with the general imperative for vocational education which is to provide work-relevant training to students so that they can make a skillful entry into the labor market.

According to the Strategic Advisors, vocational education can better meet the needs of black and other students if it is targeted on national priority problems and if it is capable of changing to target on new problems as they become priorities. The Bureau of Occupational and Adult Education should correlate vocational education policies with Federal policies affecting training-education-employment and should coordinate, to the extent possible, the Vocational Education Programs of the individual States and localities to provide the kind of concentrated focus on a problem that can have a measurable impact.

As a corollary to using vocational education as a national resource, there is a need to allocate funds in ways that stimulate positive, self-generating motives within individuals for ensuring the success of black students. Positive, self-generating motivations for improving the performance of black students may include taking action to achieve: employment opportunities for the students, increased funding for the school or program, and incentive bonuses for instructors. Giving program staff and faculty a personal, positive stake in the improved performance of black students (as well as supporting their efforts with program accountability reports and by meeting civil rights compliance requirements) will enable administrators to devote increased attention to finding workable patterns of achieving equity for blacks in vocational education.

THE RECOMMENDATIONS FOR POLICY AND ADMINISTRATIVE ACTION

The policy and administrative recommendations are stated as actions proposed for consideration by the Office of Education. The seven major recommendations and the proposed actions for implementation were developed during individual and in-depth discussions with members of the Policy Panel and the Strategic Advisors. The black leaders, by contributing to the specific findings (reported in Parts 3 and 4) and by proposing recommendations and implementing actions (reported in Part 2), have provided a comprehensive set of data that can be used by the Office of Education to design ways of meeting its legislative mandate and ways of being more responsive to the needs of black youth in Vocational Education Programs.

The following recommendations and implementing actions for consideration by the Office of Education (OE), in its effort to improve the effectiveness of Vocational Education Programs for black students, are drawn from the study findings and the opinions of the Policy Panel and Strategic Advisors:

1. Black Involvement

   The number of blacks appointed to and employed in influential positions within Vocational Education Programs should be increased.

   - Federal, State, and local Vocational Education Programs should increase the number of black people appointed to and employed in key positions.

- Specific information about blacks in vocational education should be included in the information disseminated nationally by OE and the National Institute of Education (NIE) and in State plans.

- Information about vocational education should be disseminated monthly to black leaders.

- Regional conferences for black leaders should be held to involve them in efforts to improve vocational education.

- An outreach and recruitment campaign should be conducted to identify black leaders who are supportive of vocational education.

- A comprehensive plan for meeting the needs of the black community as these needs relate to vocational education should be developed.

2. Goals and Accountability

Vocational Education Programs should set specific and special goals to meet the needs of black youth.

- National, State, and local goals should be set.

- Responsibility for achieving these goals should be fixed with responsible officials.

3. Federal Administration of Vocational Education

The Bureau of Occupational and Adult Education (BOAE) should provide leadership at the Federal level to coordinate Federal, State, and local Vocational Education Programs with Federal employment and education policies and programs as well as with other departments that relate to occupational training and vocational-technical employment.

- The BOAE should be assigned responsibility for developing a national five-year plan for vocational education from the perspective of national priorities, problems, and interests.

- The BOAE should be authorized to keep funds targeted on stated priorities and target populations.

- The BOAE should conduct evaluation workshops to enable State and local counterparts and black leaders to interpret and use State Plans, Accountability Reports, and similar information.

- BOAE should be staffed to perform the functions identified.

4. Funding

Funds for vocational education should be increased to provide more programs and services; in addition, the targeting of funds on the needs of black youth should be improved.

- An operational definition of who receives set-aside funds and a description of the impact of these funds on the target population should be obtained from each funded agency.

- A fiscal and program audit should be made of programs directed toward black youth during the fiscal year while there is still time to achieve the programs' stated objectives.

- More funds should be given to vocational programs in the major urban areas and inner cities where the costs for goods and services are high.

- Funds should be made available so that more black youth will have work/study or scholarship opportunities.

- New facilities for vocational education must be built in the inner cities.

5. Occupational Diversity

Greater numbers of black youth should be trained in Vocational Education Programs that prepare students for highly skilled and technical occupations that have low minority representation, and Vocational Education Programs should assist these students with job placement services.

- National, State, and local goals should be set for occupational diversity.

- The enrollment and completion patterns of Vocational Education Programs should conform with the stated goals.

6. Employment

Vocational Education Programs, within the limits of their authority and resources, should assist black youth in entering the skilled labor market and assist the black community in economic development.

- Vocational Education Programs must be related to available or emerging occupations.
- Vocational Education Programs should provide some type of job placement service as part of their routine program.
- Vocational Education Programs should cooperate with other groups in developing jobs for their students.
- Vocational Education Programs should allocate a share of their budgets, normally used to purchase goods and services, to the economic development of the black communities in their service areas.

7. Alternative Occupational Training Programs

Vocational Education Programs should provide leadership in establishing alternative systems of occupational training so that each student can enroll in and complete a program that is suited to his or her needs and learning style.

- Vocational Education Programs should be prepared to provide or share funds, staff, and resources with nonschool groups that can assist Vocational Education Programs in providing occupational training.
- Vocational Education Programs should provide leadership or cooperate with efforts to grant credit for out-of-school learning experiences.

SPECIFIC FINDINGS

How did the leaders evaluate Vocational Education Programs? How should Vocational Education Programs be designed and implemented? How can Programs be improved? How can black leaders support vocational education? The leaders' responses to individual items on the survey form were grouped and analyzed to answer these questions.

1. How did the black leaders evaluate (rate) Vocational Education Programs?

Training

When asked to identify the best employment training program, black leaders ranked vocational programs in community colleges third and those in public high schools sixth out of nine choices. Apprenticeship programs ranked first. On-the-job training/experience ranked second.

Hiring

The respondents prefer to hire a graduate of a vocational program in a four-year college or a graduate of a vocational program in a community college.

Rating

When asked to rate the overall effectiveness of Vocational Education Programs on a scale of 1 (negative) to 5 (positive), the black leaders rated Vocational Education Programs at 1.5 for blacks and at 2.8 for whites.

Overall

While they were critical of some Vocational Education Programs, the leaders consistently and strongly supported vocational-technical training that leads to gainful employment.

2. How should Vocational Education Programs be designed and implemented?

Objectives

The objectives of a Vocational Education Program in a high school or community college should be to prepare students for: (a) advanced training, (b) employment, or (c) owning and operating a business.

Articulation

According to the respondents, high schools, community colleges, and four-year colleges serve different roles in vocational training and academic development. In addition, the institutions have different effects on students' potential for success in employment as well as in other phases of life. The vocational and academic programs should be designed so a student can pass easily from high school to advanced training or to an institution of higher education.

Job Placement

Vocational Education Programs should train students for available jobs and assume some responsibility for placing them in jobs.

Graduation Requirements

High standards should be required for graduation, including some type of job performance testing.

Occupations

While none of the occupational clusters listed on the survey instrument were rejected, technical occupations (such as work in computer fields or TV repair) were clearly preferred to those in agriculture (farming) and home economics (cooking).

Course Organization

Learning modules (2-4 weeks) were preferred to individualized or semester courses.

Admission Policies

A minority of the respondents believed that the school's admission policies should include racial or sex quotas and should give priority to the unemployed. The majority of the respondents believed that a program should be evaluated by how it responds to community needs or by how it ensures the success of its students, and not by its admission policies.

3. How can Vocational Education Programs be improved?

Areas for Improvement

Five areas were rated as needing serious improvement: guidance and counseling programs, administration, facilities and equipment, community involvement, and staff accountability.

OE Policies

The leaders believe that the Federal government can improve vocational education by taking five high-priority actions, which are: setting national objectives for Vocational Education Programs, providing stipends to students so that they can complete their training, requiring local educational agencies to provide placement services, requiring that training be related to available or emerging jobs, and adopting policies to lessen discrimination.

4. How can black leaders support Vocational Education Programs?

They can increase their support if Vocational Education Program administrators will:

a. Involve them in programs relating to their business or employment.

b. Give them more information.

c. Appoint them to influential bodies.

They can influence the Vocational Education Programs by:

a. Becoming members of boards and committees.

b. Organizing action groups.

c. Using the ballot box.

THE STUDY

This national survey of black leaders was designed to secure information that could be used by administrators of Vocational Education Programs at the Federal, State, and local levels to improve their programs, particularly programs that enroll members of the target population.

Products

The study's findings can be used to identify policies and actions needed to improve programs, determine what information is needed by black leaders, develop strategies to increase black participation in and support of the programs, and plan how to increase funding for Vocational Education Programs.

Method

A survey form was mailed, collected, and tabulated to obtain the findings. Data were collected and analyzed between September, 1977 and January, 1978. The survey form, containing 26 questions, provides a comprehensive coverage of information related to decisions that are made by administrators in Vocational Education Programs.

The data were analyzed statistically to determine the reliability and significance of the findings. Face validity was built in during development of the survey instrument. The statistical analysis of the data showed that the survey instrument has a .78 reliability coefficient.

Respondents

A broad-based representative sample of black leaders returned the survey form. The respondents are an influential, informed, and experienced group of leaders who provide leadership at the national, State, and local levels. Among the 1,252 who returned the survey forms are: mayors, state legislators, Congressional staff, elected and appointed officials, labor leaders, barbers, and houseworkers.

SUMMARY

In the opinion of the black leaders, Vocational Education Programs should and can be improved. As a basis for defining effective decisions and actions to be taken by administrators of Vocational Education Programs at the Federal, State, and local levels, the leaders offered specific recommendations and opinions about how Vocational Education Programs can be improved.

BLACK LEADERS' ATTITUDES TOWARD THE DESIRABILITY OF BLACK STUDENTS' ENTERING AND COMPLETING VOCATIONAL EDUCATION PROGRAMS

PART 2:

RECOMMENDATIONS FOR POLICY AND ADMINISTRATIVE ACTION

DISCUSSION

Vocational education administrators want to ensure that their Vocational Education Programs achieve objectives set forth in legislative mandates. According to the Vocational Education Act of 1963, as amended, one objective of a Vocational Education Program is to provide training that results in students' acquiring marketable skills--the kind of skills that will help them get jobs related to their training and will result in employers' satisfaction with the students' performance.

The legislation also sets aside funds and provides categorical allocations for high-priority programs and target populations, including, for example, the disadvantaged, women, unemployed, school dropouts, and people with handicaps. Black youth, the subject of this national study, qualify as a target population with high-priority program needs within the terms of the legislation.

Federal administrators of Vocational Education Programs, interested in providing the best possible services to black students and in meeting their legislative mandate, asked black leaders, through the national study reported on here, to provide opinions and recommendations on how the programs can best meet the needs of black students who will or should enroll in Vocational Education Programs.

In a sense, the study was aimed at providing Federal, State, and local vocational education administrators with information they can use to increase the number of black students who successfully complete Vocational Education Programs. The study was aimed also at reducing the critical national problem of unemployment among black youth and at developing an accurate image of vocational education among the black leaders.

Aimed at providing data for decision making and assisting in achieving the mission of Vocational Education Programs, this study of Black Leaders' Attitudes Toward Vocational Education was conducted against a background in which two factors stand out. A significant sum of money is spent annually on Vocational Education Programs to train people for employment, with approximately 90 percent of those trained in Vocational Education Programs finding employment. At the same time, the unemployment rate among black youth is above the crisis level, and according to many authorities, more black youth must be properly trained so that they can find and hold meaningful jobs.

These two conditions--the success rate of Vocational Education Programs and the need of many black youth for training--lead to several questions that comprise a statement of a problem that requires a solution. Should black students enter and complete Vocational Education Programs? What kind of a Vocational Education Program can assist black youth? How can Vocational Education Programs assist black youth?

The black leaders, in this study, provide both specific findings and several policy recommendations as a means of answering these and related questions. The specific findings are the responses of the 1,200 black leaders to the survey instrument. The specific findings, contained in Parts 3 and 4 of this report, provide direct and specific answers about the type of services that the leaders believe should be offered to black youth by Vocational Education Programs. The policy and administrative recommendations, developed by the study's Policy Panel and Strategic Advisors, set forth actions that can be taken by the Office of Education to meet its legislative mandate and to be responsive to the needs of black students.

The recommendations and the specific findings together constitute the data base provided by the black leaders to assist administrators of Vocational Education Programs in carrying out their responsibilities. The black leaders stand ready to offer additional assistance to the Office of Education and the Congress in carrying out these recommendations and to assist vocational education administrators in their efforts to conduct the best possible programs.

SUMMARY OF RECOMMENDATIONS

The policy and administrative recommendations--actions proposed for consideration by the Office of Education--were developed during individual and in-depth discussions with the members of the Policy Panel and the Strategic Advisors. The Policy Panel and the Strategic Advisors, a total of 24 people, included: a member of Congress; a State Director of a Vocational Education Program; several Local Directors of Vocational Education Programs; staff from the National Urban League, the National Conference of Governors, and similar national organizations; and officers from national and regional civic and interest groups and other informed individuals.

The members of the Policy Panel and Strategic Advisors are an informed and influential group who represent a wide range of interests and who have a thorough understanding of government policies and the problems facing black students in vocational education.

The recommendations for policy and administrative action, given by members of the Policy Panel and the Strategic Advisors, are stated and explained in this part of the study report.

Based on their experiences and a review of the specific findings, the Policy Panel and Strategic Advisors offer seven major recommendations for policy and administrative action for consideration and action by the Office of Education. A summary statement of the major recommendations follows.

- Black Involvement

  The number of blacks appointed to and employed in influential positions in Vocational Education Programs should be increased.

- Goals and Accountability

  Vocational Education Programs should set specific and special goals to meet the needs of black youth.

- Federal Administration of Vocational Education

  The Bureau of Occupational and Adult Education should provide leadership at the Federal level to coordinate Federal, State, and local Vocational Education Programs with Federal employment and education policies and programs as well as with other Departments that relate to occupational training and vocational-technical employment.

- Funding

  Funds for vocational education should be increased to provide more programs and services. In addition, the targeting of funds on the needs of black youth should be improved.

- Occupational Diversity

  More black youth should be trained in Vocational Education Programs for those highly skilled and

technical occupations that have low minority representation, and Vocational Education Programs should assist these students with job placement services.

- Employment

  Vocational Education Programs, within the limits of their resources and authority, should assist black youth in entering the skilled labor market and assist the black community in economic development.

- Alternative Occupational Training Programs

  Vocational Education Programs should provide leadership in establishing alternative systems of occupational training so that each student can enroll in and complete a program that is suited to the student's needs and learning style.

The major recommendations and the proposed implementing actions are based on several premises. One premise is that Vocational Education Programs are a form of occupational training that should be increased, both in terms of the number of programs and the number of students who complete the programs, including black students. Because of the critical educational and employment needs facing black youth, there is the opinion that a larger share of the available funds must be directed to meeting the needs of black youth. Looking at the funds that are currently directed and set aside to meet the needs of black youth, there is a need to improve the extent to which they are targeted on high priority programs, problems, and payoff objectives.

The recommendations and implementing actions also underscore the value of helping black students succeed and the benefits that come to those who help them; collectively, the recommendations and implementing actions emphasize positive, self-generating motives within individuals for improving the performance of black students by actions such as: targeting the programs, increasing the funding, providing employment opportunities, and meeting contractual obligations.

The recommendations, implementing actions, and the specific findings are intended to assist the Office of Education in defining objectives relating to black youth and Vocational Education Programs, in developing means of achieving those objectives, and in identifying indicators of success.

The initial and primary focus of the recommendations is on what should be done to improve vocational education for black youth and the potential role of the Office of Education in this improvement. In the opinion of the black leaders who contributed to the study, the recommendations deal with and have a reasonable chance of helping Vocational Education Programs help black youth to help themselves.

Clearly, some of the recommendations and implementing actions are beyond the scope of the Office of Education's present authority and legislative mandate, and other actions are within the province of the State and local education agencies. However, most of the recommendations and implementing actions are within the existing authority of the Office of Education, and these recommendations form the core of a set of activities that can have a measurable and beneficial impact on the performance and success of black students in Vocational Education Programs. All recommendations are reasonable in that they are directly related to solving training and employment problems faced by black youth and, therefore, should be considered for action under current or new legislation.

BLACK INVOLVEMENT

Community representatives help improve the operation of Vocational Education Programs by assisting administrators in defining specific needs that should be met by the programs, designing ways of meeting the needs, and determining when the programs are responsive to those needs.

Supporting the value of community participation, members of Congress established national, State, and local advisory councils, and authorized administrators to expand community involvement by such means as appointments to staff positions, use of area committees, and maintaining contact with the community.

Community representatives, if they are to be effective, must be able to serve the total community that is affected by the Vocational Education Program. But some of them must be equally skilled in getting the Vocational Education Program to serve target groups and to meet high priority needs. As defined in the legislation, target groups--women, handicapped, disadvantaged, communities with high unemployment, or schools with high dropout rates--are to receive special and specific attention from Vocational Education Programs.

Members of the target groups, which include the black community, must take part at the policy-making and staff level of Vocational Education Programs to assist in the planning, administration, operation, monitoring, and evaluation of programs that affect the target group as well as programs that affect the overall community. The objective and principal reason for including the black leaders is to mobilize the best knowledge and experience available, bringing it to bear on the problems in ways that result in effective solutions. As a consequence, it is important that black community representatives participate in influential ways. More blacks should be appointed to positions that set policy and determine the allocation of funds. Decisions on policy and funds exert considerable influence on program outcome and student performance. These decisions are made by people who hold positions such as: State or Local Director, member of State or Local Advisory Council, or Area Supervisor, as well as selected Federal personnel.

Appointing blacks to policy positions and employing them in key staff positions within Vocational Education Programs are ways of ensuring that the Vocational Education Programs

have the capacities of responding in effective ways to the perceived and actual needs of black studenzs. However, to maximize the effectiveness of the leaders' participation and involvement, those who are appointed and employed in the influential positions should be provided with the type of information that will enable them to make appropriate decisions.

Similar decision-related information also should be provided to the black lay community because many decisions affecting a student in vocational education are made by a family or an individual, not by the leaders or program personnel. The type of information needed by the general community and the black leaders ranges from information that will result in an accurate image of Vocational Education Programs to information on how to select a course of study that is designed for a particular career.

Recommendation #1

Based on the need for more effective participation and the need for an increase in the number of black leaders who are involved in setting policy for Vocational Education Programs, the black leaders recommend:

The Office of Education should allocate funds for the proposed implementing actions, issue the authorized guidelines, and monitor the use of Federal funds at the State and local levels to achieve an increase in the number of blacks who are in influential positions in Vocational Education Programs at the national, State, and local levels.

The proposed implementing actions for this recommendation are designed to provide the leaders with relevant information on an ongoing basis, involve a larger number of black leaders in Vocational Education Programs, and develop a plan that permits the black community to use its resources in concert with resources of Vocational Education Programs in ways that are mutually supportive.

The recommendation can be carried out by the following implementing actions: (1) appoint blacks to influential positions in Vocational Education Programs, (2) determine what information about Vocational Education Programs is needed by black leaders, (3) disseminate a monthly publication containing relevant information about Vocational Education Programs

to black leaders, (4) sponsor regional conferences or workshops on vocational education for black leaders, (5) conduct an outreach or recruitment campaign to identify black leaders who should be involved in Vocational Education Programs, and (6) develop a plan to mobilize the resources of the black community in support of objectives related to vocational education.

Appointments

Appointing black people to responsible positions and bodies at the Federal, State, and local levels is essential to the success of vocational education and to the success of black students in Vocational Education Programs. The Office of Education, State Departments of Education, and Local Education Agencies, using both resources and influence, should exercise their appointing and hiring authority to secure black participation across the full spectrum of vocational education activities.

Information System

At present, there is a limited amount of information available about blacks in vocational education, and much that is available is inadequate for program planning, development, or evaluation. This situation should be corrected as the Commissioner and the Administrator of the National Center for Education Statistics develop the VEDS, the information system called for in the legislation; however, to be sure that some of the information collected is relevant and useful to black leaders, a task force should be appointed to work out specifications regarding types of information that could be useful on a continuing basis.

The task force members, a cross section of black leaders, would identify what information is needed to make the kinds of decisions that they feel must be made to provide Vocational Education Programs of high quality to black students. In addition, the task force would indicate the most usable form for packaging the information and who should receive the information on a continuing basis. It is suggested that this task force design the information system and that it remain in existence until the information system has become operational and has been checked out.

Monthly Publication

Along with the need to collect more information, there is currently a considerable amount of information about Vocational Education Programs that should be made available to black leaders such as information about how to have an impact on decisions in vocational education, how funds are allocated, how to support local programs, and even what programs are offered. The information needs to be analyzed and presented by the Office of Education from the perspective of the black leaders and in terms of their information needs.

The proposed OE publication would provide management, administrative, and policy information to keep black leaders well informed and enable them to make informed decisions regarding matters relating to or affected by vocational education. It would be beneficial if OE were to make this information available in a series of monthly publications so that it could be immediately useful.

Regional Conferences

Some of the high-priority problems in vocational education, in the opinion of the black leaders, can be best addressed in a workshop or conference setting. In such a setting, the discussion and exchange of ideas allows individuals to find out how others have solved problems similar to their own and to form resource contacts that can provide future assistance.

Regional and State workshops on vocational education should be sponsored by OE and selected organizations to increase and improve the participation of black leaders in the programs. If properly planned, these workshops can serve a variety of different purposes including: providing needed information, improving the image of vocational education, increasing support for vocational education, demonstrating how to participate skillfully, establishing linkages between leaders and vocational education administrators, and finding effective answers to high-priority problems.

Outreach and Recruitment

There is a need to identify black leaders who, because of their position and influence, should be involved in Vocational Education Programs at the national, State, or local level. When such leaders have been identified, they must be brought to the attention of the vocational education administrator so that they can be appointed to or employed in key positions.

There is an apparent consensus that more blacks should be appointed to and employed in vocational education positions. Although this consensus is supported by many administrators and black leaders, there are administrators who claim they cannot find interested, qualified, and available blacks, and there are blacks who claim they have never been asked even though they are interested, qualified, and available. These two contrasting statements indicate a need for an outreach and recruitment campaign to bring interested blacks and administrators into contact.

The black leaders' outreach and recruitment campaign must be ongoing, not a one-time-only effort. The outreach and recruitment program or activities should be operated on a year-round basis like programs for student enrollment or staff recruitment which are designed to ensure the continual operation of the Vocational Education Program. The recruitment activities should be a planned and coordinated campaign, not just an announcement of openings. Procedures developed during the campaign should be included in the ongoing, routine administrative procedures of the State or Local Education Agency so that blacks can be recruited successfully in future years. Several recruitment activities are suggested:

- Establish an outreach service to identify black leaders who should be involved.
- Include recruitment information as part of the proposed publication and conferences.
- Set up a national and State job bank and a personnel roster for this purpose.
- Use personnel training to increase the supply of available individuals.

Resource Mobilization

The black community needs an overall, comprehensive plan for using Vocational Education Programs as part of its development. The staff work for developing alternative plans should be funded by the Office of Education or the States as a corollary to the Five-Year and Annual Plans for Vocational Education. Various organizations within the black community should fund activities designed to select a specific plan for the community and to channel community resources in support of the selected plan.

The cooperation of black leaders and vocational education administrators is essential to the planned and effective use of Vocational Education Programs. Black leaders recognize that they must play significant roles in helping to use vocational education as a national resource as well as a critical role in causing this resource to be used effectively. Without independent and effective action by black leaders, neither the Congress, Office of Education, nor Vocational Education Programs' administrators can accomplish the objectives of the black leaders' recommendations or act on the basis of study findings.

Black leaders are in a position to mobilize resources within the black community. For example, they can bring peer-group pressure to bear on issues related to motivation, vandalism, and learning discipline. Working together, the leaders can focus the efforts of a wide range of community resources--from the neighborhood church to street gangs, from large employers to small businesses, and from well-known folk heroes to the unknown parent surrogate. By understanding and interpreting what vocational education is, what it is trying to do, and how much it can be expected to do, the leaders can support workable relationships between the community and Vocational Education Programs.

This kind of mobilization and support is occurring, but it is fragmented and somewhat contradictory. It is fragmented because many leaders have not had the time to do in-depth thinking and planning about vocational education and may appear to be contradictory because some black leaders have specific grievances against vocational education.

This fragmented and mixed support of vocational education points to the need for a mechanism to develop increased consensus among the black leaders on how vocational education can be effective and how they can help it to be used as a national resource.

A position and plan regarding vocational education are needed that outline how vocational education can and should be used to meet the needs of black students. This plan should be national in scope, but capable of implementation at State and local levels. The plan must relate vocational education to payoff objectives--training, employment, economic development--and indicate what results can be obtained from each of several different program or policy alternatives. An econometric model is one useful method of analyzing and displaying the decisions and payoffs of the various alternatives.

Another component of the plan would indicate roles and strategies by which black leaders, using their own resources, can assist in making the plan work, monitor program performance, and benefit directly from involvement.

The type of national planning proposed here requires adequate Federal staffing. The staff must do the research, devise the alternatives, set up the models, and simulate the model by computer runs. The staff plan should be reviewed by a selected group of leaders for reality checks and final shaping. The leaders should be selected on the basis of their ability to build consensus in support of the plan and their influence in conducting a community education program to implement the plan.

The critical part of this recommendation--to mobilize local communities in support of the most effective use of vocational education--is the work done by the staff. Similar to work performed by intensive planning specialists at Rand Corporation, Batelle Institute, Brookings Institution, and other "think tanks," the best minds available should be employed and focused on designing the plan. Funds for the staff's work should come from government sources; follow-through aspects of the work, such as the community education program and consensus-building activities, could be financed by organizations represented by the black leaders.

GOALS AND ACCOUNTABILITY

The concerns of black leaders, like the concerns of other leaders, relate to major issues in vocational education that can be summed up by answers to two questions: (1) Do students and communities receive tangible benefits as a result of the Vocational Education Programs? and (2) Do the Vocational Education Programs achieve the goals they were funded to achieve?

Recommendation #2

The goals selected as milestones for the program should lead to tangible benefits such as: training for skilled entry into the labor market, reduction in unemployment, preparation for advanced training or education, and community economic development. Based on their concern that desirable and beneficial goals actually be achieved, the leaders recommend:

> The Office of Education and the State Departments of Education should set clear and measurable goals for blacks in vocational education by assessing needs, and should hold funded agencies accountable by means of contractual assurances for achieving these goals.

A single two-part implementing action is suggested in this recommendation. Part one is to state clearly a measurable goal for blacks in the national and State plans with the understanding (part two) that programs which achieve the goals should be funded and programs which fail to achieve their goals should not be funded.

Goal Setting

Setting goals, a sound management procedure, has been incorporated into Vocational Education Programs by means of the Five-Year and Annual Program Plans of the States. These plans state goals for Vocational Education Programs in general and should include goals for high-priority target populations and programs. What this recommendation calls for is a breakout of goals, plans, and achievement in relation to one specific target population--a population comprised of black youth and the black community.

Further, the recommendation calls for articulating and coordinating national and State goals. By establishing benchmarks at the national level, it is possible to provide those

services that can have a measurable impact on a national problem such as black youth unemployment, high dropout rates, and inadequately-funded programs. The national and State goals, many of which will be achieved at the local level, should be set in concert with members of the black community.

Fixing Responsibility

The commitment of program personnel must be to achieving goals, not merely to stating them. Procedures for accountability that are built into the legislation such as Accountability Reports, OE's review of State plans, the information system, and site evaluations should be used to achieve program effectiveness. These procedures should be augmented, where necessary, by assigning personnel to monitor and evaluate those aspects of the plan that deal with black students. In addition, provision should be made to terminate programs that are not achieving program objectives and to reallocate their funds to programs that can achieve the objectives.

FEDERAL ADMINISTRATION

The unemployment of black youth is an example of a national problem that requires coordination among the Federal Agencies and among related State and local programs if a meaningful reduction in the rate of unemployment is to be achieved. The actual and potential effects of black unemployment cross State lines, and the States, acting in an uncoordinated fashion, cannot produce a meaningful change in the size or scope of the problem.

To reduce the rate of unemployment among black youth, it is necessary to coordinate the Federal policies and programs that affect training, education, and employment. Equally important, the training programs within the States should be coordinated to adjust training slots with employment opportunities that are available nationally.

As one of the nation's major training endeavors, Vocational Education Programs can and should play an important role in meeting the training and employment needs of black youth as well as the same needs for other groups. Essentially, Vocational Education Programs attempt to train people for available or emerging occupations so that a person can find unsubsidized employment at the skilled level. Although they are training and not employment programs, Vocational Education Programs must be closely related to the employment market if the training they provide is to result in employment, one of the student's primary reasons for entering a training program.

Federal leadership is necessary to coordinate changes in Vocational Education Programs with changes in employment opportunities and with changes in the policies of Federal agencies.

The administrative responsibility for providing this leadership, aimed at increasing the effectiveness of vocational education, should be fixed with one agency. The agency should be empowered, within Congressional and administrative authority, to coordinate Vocational Education Programs with programs in other Federal departments that affect training and employment and to coordinate Vocational Education Programs of State and Local Education Agencies. Coordination should have the objective of focusing and targeting Vocational Education Programs on high-priority national problems in ways that result in measurable impact. Sound administrative procedures--planning, program development, auditing, accountability--should be the principal tools for coordinating the programs.

Recommendation #3

To ensure the effectiveness of Vocational Education Programs at the Federal level and to support vocational education at the State and local levels, the leaders recommend that:

The Office of Education clearly assign to the Bureau of Occupational and Adult Education (BOAE) the administrative functions required to coordinate the Vocational Education Programs with employment opportunities and related training programs in ways that are consistent with national priorities.

Presently, BOAE is assigned responsibility for and is engaged in several activities that are directly related to this recommendation. The coordination of Vocational Education Programs with CETA Programs, the review of the State Vocational Education Plans, and the work of the Division of Vocational and Technical Education and the Office of Management, Evaluation, Review for Compliance and Quality are examples of efforts in this direction.

Most of the current activities of BOAE, as viewed by the Strategic Advisors, are related to the administration of grants and not to the development of a Federal perspective or leadership that is capable of attacking national problems--black unemployment, high dropout rates, discrimination--on a national basis.

The implementing actions for this recommendation are intended to allow BOAE to provide Federal leadership in the use of Vocational Education Programs as one resource to solve national training problems on a national basis. Where the proposed implementing action is not authorized by existing legislation, it is recommended that new legislation or legislative changes be drafted to provide the necessary authority.

National Five-Year Plan

BOAE should be assigned responsibility for developing a national five-year plan for Vocational Education Programs from the viewpoint of national problems, priorities, and interests. This plan should contain many of the planning elements used in the Five-Year Plans for the States, but the national plan would relate vocational education to national concerns such as unemployment, to Federal policies such as those on employment, and to Federal programs such as CETA or military training.

The plan should be developed by using data from at least two sources. One source would be the Plans submitted by the States, and the other would be the planning documents of Federal Agencies that have programs relating to training and employment. Once developed, the national plan could serve as a guide or reference document for national planning and policy-making.

Targeting

A key element of the planning function should be the capability to predict or forecast changes in the employment market that call for changes in Vocational Education Programs. Given a clear need for change, the BOAE also should have the authority to effect the allocation of funds by issuing guidelines for the reallocation or targeting the use of discretionary funds. With BOAE's Congressional authority and in cooperation with the States, funds or programs should be adjusted or changed to maintain a productive match between training slots and employment opportunities and national priorities.

Evaluation Workshops

Many people will have to be trained to draw appropriate conclusions from the program performance data and the fiscal audit data that will be available in the Five-Year Plan, the Annual Plan, and the Accountability Reports. If the assigned personnel in the State and Local Education Agency, as well as any interested and involved citizens cannot read and interpret the documents, the significance of the data for planning, evaluation, and accountability will be seriously reduced.

BOAE personnel assigned responsibility for analyzing the State Plans, auditing the Accountability Reports, and making the annual site evaluations should also develop evaluation workshops or training materials. The workshops or training materials would be used to train their counterparts in State and Local Education Agencies, and to teach consumers, parents, and black leaders how to interpret the program and fiscal data.

FUNDING

The Office of Education, in response to the mandate and authorization in the Vocational Education Act of 1963, as amended, is attempting to meet the needs of black youth by the effective use of its basic grants, set-asides, and discretionary funds. As a result, some Vocational Education Programs provide black youth with quality occupational training that enables them to become gainfully employed, and some programs give specific and special attention to the needs and goals of black youth.

In the opinion of black leaders participating in this study, many Vocational Education Programs are not as effective as they could be because the funds are not clearly targeted on the needs and goals of black youth, and the amount of funds directed at the needs of black youth is not sufficient for either the need or the size of the population. These factors could be reduced, in part, by increasing the funding for and the number of Vocational Education Programs, thus allowing more blacks to benefit from vocational education.

Recommendation #4

Based on their perceptions of the needs of black youth and the role of vocational education funds in meeting these needs, the leaders recommend that:

> The Office of Education, acting within its Congressional authorization, target a larger per centum of the categorical, set-aside, and discretionary funds on the specific needs and goals of black youth. In addition, an effort should be made to increase the overall funding for the programs.

The implementing actions for this recommendation are designed to target existing and authorized funds on specific problems and programs of the target population by means of program and fiscal accounting systems and by allocating funds on the basis of needs and pupil performance. While the targeting of funds does not increase the amount of funding, it can have the effect of achieving greater program outcomes for every dollar invested by allocating and directing funds to points of greatest need and to points where there is a clear and significant payoff. Several other

implementing actions call for an increase in funding and program activities such as work/study programs and construction of more adequate facilities.

Most of the implementing actions are within the Office of Education's present authority, but several will require new legislation or Congressional appropriation. Whether based on Federal or State authorization, the proposed actions represent ways in which better use can be made of vocational education funds to help black youth.

Detailed Accounting of Set-Aside Funds

In addition to the inadequate amount of funds in set-asides, there are several problems, in the opinion of the Strategic Advisors and Policy Panel, that prevent blacks and other target populations from getting the Congressionally-intended benefits from the available set-aside funds.

The various States use different operational definitions to determine who is qualified for set-aside funds; as a result, the funds are not concentrated nationally on the same subpopulations and may not even be concentrated on a target population, as intended by the authorizing legislation.

A corollary problem is the way in which some States allocate set-aside funds. The observation of several Strategic Advisors is that some of the States receive the set-aside funds but do not maintain an adequate level of effort in programs for the target populations. Before giving the set-aside funds to the schools with the target population, the local and State dollars from the previous year are reduced. This has the effect of keeping programs for the target population at or near the same level and does not provide the additional funding needed to secure improvement in pupil performance.

If these observations are correct, a clearer picture of the situation is needed so that corrective action can be taken. If the observations are incorrect, the correcting information should be made available to the black leaders to remove any misconceptions or misunderstandings.

A clearer picture can be obtained by:

- Asking the States for the operational definitions that they use to allocate set-aside funds. They should state the characteristics of the students and programs that actually receive set-aside funds.

- Using the existing fiscal accounting system to allocate, record, trace, and document how much money--Federal, State or local--is spent on target populations and high-priority programs and to evaluate the cost-effectiveness and impact of set-aside funds and programs for designated target populations.

Based on the information obtained from these reports and related sources, the necessary and authorized follow-up actions should be taken to accomplish the Congressional intent as expressed in set asides. Although the Office of Education does not tell the States how to spend their educational dollars, information of this type can assist the Office of Education in developing the appropriate guidelines, in reviewing State plans, and in proposing workable legislative changes. The existence of the information would allow taxpayers and concerned citizens, such as the black leaders, to evaluate the allocation of the educational funds and to protect the interests of their communities.

Monitoring, Accountability, and Technical Assistance System (MATA)

A recurring problem in the administration of Federal grants and contracts, including those relying on revenue-sharing funds, is keeping programs targeted on their specific goals so that they achieve planned outcomes. Too often, programs achieve far less than they were funded to achieve and far less than what reasonably could be expected.

Being especially sensitive to repetitive gaps between promises and results and between goals and outcomes, blacks and similar groups believe that actions should be taken by the Federal administrator to close the gaps.

It is difficult for the administrator to close the gap when accountability reports are received after the funds are spent and when the administrator has little or no chance to influence programs that are not effective.

We need a Monitoring, Accountability, and Technical Assistance System built into the contract procedure and the fund-allocating process that is "immediately" available to the administrator, allowing him or her to influence the program so that Federal dollars remain targeted on stated goals. The system should: (1) specify and maintain specified dollar, staff, and other resource allocations for targeted program outcomes, (2) allocate funds when agreed-upon milestones are achieved, (3) reallocate funds or withdraw funds when the program moves off target, and (4) signal the need for technical assistance at a time when corrective action can help the program to meet its stated goals.

The elements of the system--monitoring, accountability, and technical assistance--are currently part of the routine administration of Vocational Education Programs. This implementing action is aimed at using these system elements during the early part of the fiscal year as well as at the end of the year. To increase the possibility that the program's stated objectives are met, an interim audit can be conducted at a midpoint in the year while there is still time and funds available to make necessary adjustments. This opportunity to adjust the program is not available when the audit is conducted after the program's fiscal year ends, when both funds and time are gone.

Equity Funding

Many Vocational Education Programs in large cities have to pay higher costs for goods and services than Vocational Education Programs in small cities or rural areas have to pay for the same goods and services. As a result, the educational dollar does not buy the same amount of educational outcome or service in the large cities that it does in a smaller city or in a rural area.

The difference affects the ability of the large cities to provide a quality Vocational Education Program that has a direct positive effect on black youth, and many black youth live in the large metropolitan areas. It also effects other residents of the large urban areas.

According to the directors of Vocational Education Programs in the large cities and the mayors of those cities, their programs are not receiving an equitable or fair share of Federal, State, and local funds. The State allocation formula for educational funds, which to a large extent is

determined by rural and small-city interests, is not responsive to the urgent and critical needs of urban education.

Even if the Federal Government cannot influence the allocation formula of a State, the Federal Government should consider the principle of equitable funding for the allocation of Federal funds as a means of getting funds to urban schools that are now funded at below-standard levels. The potential effect of equitable funding on educational outcomes and Federal allocation should be studied by the Office of Education as part of its responsibility for providing educational leadership.

Work/Study and Work Experience

The level of funding for work/study and work experience should be increased so that more students can benefit from these activities. A majority of black youth need both work experience and income while they are learning a skill. The money is needed for living expenses, and the work experience is needed to qualify for them for future employment. A significant percentage of the funds for work/study should be used to place students with potential employers, those related to the student's field of study and training, so that the students can learn how to survive in the actual world of work.

Scholarships

Vocational Education Programs, especially programs that train for the more highly technical occupations, need to be able to compete with colleges and other training programs in recruiting and retaining top-caliber students. Vocational Education Programs should be able to offer scholarships to qualified black students, just as colleges and universities offer scholarships to recruit top black talent. Scholarships designed to bring qualified blacks into the highly skilled or technical occupations should be made available through authorizing legislation or by private sources of funds.

Employer Incentives

On-the-job work experience is an essential part of an effective training program. Shopwork and work/study can fulfill part of this teaching requirement, but they are not adequate substitutes for working for an employer who expects and demands high-quality performance. It would be helpful

to explore the use of tax incentives that would allow employers, especially in small businesses, to offset the cost of supervision, insurance, and lower production so that they will be willing to provide on-the-job work experience for students. As an option, it may be possible to provide the student with work/study funds or a scholarship that becomes available when he or she is hired. Part of the scholarship would be paid to the employer as training cost, and part of it to the student, in lieu of wages.

Facilities and Equipment

The facilities and equipment in the urban areas where many black youth attend Vocational Education Programs are inadequate. In recent years, a number of Vocational Education facilities have been built in suburban areas where there has been a growth of the suburban population. During this period of building in the suburban areas, inner-city facilities and equipment were not replaced and, in some cases, not maintained. There is now a serious need to provide the inner cities with adequate facilities and equipment. The sections of the Vocational Education Act that authorize new facilities and equipment should be adequately funded, and a percentage of those funds should be earmarked for the construction of facilities and the purchase of equipment for Vocational Education Programs in the inner cities.

OCCUPATIONAL DIVERSITY

Currently, a majority of blacks are concentrated in a few occupations, mainly low-skilled, low-paying service jobs. This clustering of blacks, women, and other ethnic groups in certain occupations is a pattern that exists throughout the labor market, and a parallel clustering pattern exists in Vocational Education Programs.

Some people say that the clustering is due to racial or sexual discrimination, inadequate training, or structural unemployment. Whatever the causes, the clustering, in effect, is a form of occupational segregation that is present in both the training institutions and the employment market.

Because of the close relationship between the type of training and entry into certain occupations, Vocational Education Programs must assume a major responsibility for changing patterns of occupational segregation.

Recommendation #5

The pattern should be changed from one of occupational segregation--a clustering in a few occupations--to a pattern of occupational diversity by the combined use of vocational education, employment and Civil Rights Legislation. Occupational diversity would occur when blacks are working across the full range of occupations.

To achieve occupational diversity, it is recommended that:

> The Office of Education designate certain funds and issue implementing policies that will enable more blacks to enroll in those Vocational Education Programs that train for occupations with current or projected skill shortages and low minority representation.

A national goal of achieving occupational diversity for blacks in Vocational Education Programs should be assigned the highest priority. The goal should be stated in the appropriate Office of Education documents and included in each of the State plans. The national occupational diversity goal for blacks in vocational education, with its anticipated

effects on occupational diversity in the labor market, should be set by analyzing: (1) the extent of occupational segregation in the labor market, (2) the extent of occupational segregation in the enrollment and completion patterns of Vocational Education Programs, (3) the forecast for job openings in occupations with low minority representation, and (4) the training and employment pattern that will result in occupational diversity.

To actually bring about occupational diversity and achieve the goals, the enrollment pattern in Vocational Education Programs should be changed to eliminate clustering, and then the students should be placed in jobs related to their training. Administrators of the programs should be held responsible for changing patterns of segregated enrollment and completion as well as for meeting occupational diversity goals, just as they are responsible for meeting other goals of the program and for complying with the laws.

EMPLOYMENT

Although a Vocational Education Program is a training and not an employment program, there must be a close correlation between training and employment opportunities. The vocational education legislation recognizes this correlation by stating that the training should be for jobs which are "realistic in the light of actual or anticipated opportunities for employment." In describing Federal and State evaluation, the legislation states that evaluation should consider "the extent to which program completers and leavers find employment in occupations related to their training and are considered by their employers to be well-trained and prepared for employment."

Recommendation #6

From the viewpoint of students attending a Vocational Education Program, a major payoff is acquiring the skills to do a job and then actually getting a job, preferably a job that is commensurate with the student's abilities and ambitions. Against the harsh realities of black unemployment, a close correlation between training and employment is essential and critically important. It is recommended that:

> The Office of Education should adopt policies that cause Vocational Education Programs to contribute in significant ways, within the limits of their resources, to a reduction in black unemployment and underemployment.

In the opinion of the leaders, vocational education can help solve problems of unemployment and underemployment among blacks by: (1) reallocating funds to programs that train for available or emerging occupations, (2) providing effective placement services as part of ongoing programs, (3) cooperating with other agencies in job development, and (4) using the resources of the Vocational Education Program to stimulate job and economic development, especially within the black community.

In addition, the Office of Education should give specific attention to sections of the State's Vocational Education Plan that deal with factors affecting the potential employment of its students, and before the plan is approved, the Office of Education should evaluate the State's justification to determine if a viable course of action has been proposed. During

this analysis and evaluation, special concern should be given to the employment needs of black youth. The State should offer a strong justification for continuing a program or starting a new program which has not or does not assist students, including black youth, in becoming gainfully employed.

Job-related Training

The OE and State Departments of Education should shift funds to Vocational Education Programs that are directly related to available or emerging jobs, reprogramming funds from programs related to obsolete skills or jobs. In addition, it would be desirable to design the training curriculum around a job task analysis and to use graduation requirements that include work experience and job performance testing. A close correlation of this type between the training and employment situation would, in the opinion of the leaders, improve the students' chances of getting a job which, in turn, would reduce unemployment. To help students see the importance of training, the jobs the students get as a result of training must be "better" than the jobs they can get without training. Unless this comparative difference exists, it will be difficult to motivate the students to invest the time and energy in training.

Job Placement

As a part of the Vocational Education Program, specific job placement services should be offered to assist the students in moving from school to work. In addition, job placement activities should be used to improve curriculum and supportive services of the Vocational Education Program and to involve employers in program development.

Job Development

The Vocational Education Program should cooperate with related agencies, organizations, and programs to increase the number of jobs available to its graduates. Some Vocational Education Programs are presently working with other programs to design career ladders, specify job diversification, operate local or regional job banks, and find solutions to problems of youth unemployment. Each of these activities increases the number of available jobs obtained by graduates of the Vocational Education Programs. Where necessary, the State and Federal governments should link these individual efforts of Local Education Agencies to increase their impact.

Resource Utilization

The administrator of a Vocational Education Program should identify funds within the program's budget that have the effect of stimulating job development. Generally, funds for goods, services, facilities, equipment, construction, consultants, technical assistance, and training by employers have the effect of maintaining or developing jobs for people outside the school system.

After identifying such funds, the administrator should earmark a percentage of them to promote economic growth within the black community and to open opportunities for black students. For example, the proper location of a new school building can stabilize or increase property values in a neighborhood. Or, a printing contract by the schools given to a small firm may allow the firm to grow and to employ students from the Vocational Education Programs.

ALTERNATIVE OCCUPATIONAL TRAINING SYSTEMS

Occupational training is provided by various types of institutions and organizations, including: public high schools, community colleges, private businesses, employers, trade associations, and community-based organizations. Usually, the occupational training programs offered by one type of institution are different in some way from similar occupational training programs that are offered by the other institutions. The programs may differ in admission requirements, graduation criteria, teaching methods, staff qualifications, and in other ways.

As a result of differences in the programs offered by the various institutions, a student who may not succeed in one program may be properly trained in a program offered by a different institution. For example, a drug-dependent student may fail in an employer-sponsored occupational training program, but the same student may succeed when trained for a job in a community-based program that also provides drug treatment. Or, a student who dislikes reading may fail in a conventional occupational laboratory but succeed in an employer-sponsored or apprenticeship program where the emphasis is on learning by working rather than by reading.

These various types of programs should be available to the students to provide them with reasonable alternatives and options for occupational training, an option that matches the students' styles of learning and instructional needs.

Recommendation #7

Because one type of program cannot reasonably be expected to meet the occupational training needs of each student, it is recommended that:

> The Office of Education, within its established authority, should provide funds and administrative support to institutions such as private institutions, employer groups, and community-based organizations that offer alternative occupational training programs.

This recommendation recognizes what is presently occurring in many States and cities. Under existing legislative authority, both conventional and alternative occupational

training programs exist in many localities. The recommendation suggests that there is a need to encourage the further development of alternative programs and a need to organize them into a system for occupational training.

Developing and systematizing the alternative programs in concert with the conventional programs can be initiated by such actions as: providing funds to alternative programs that fill a specific need, establishing procedures for granting academic credit for study in approved alternative programs, and setting up a citywide referral service for occupational training.

The funds to alternative programs should be made available through State and local Vocational Education Programs. Where the vocational education administrators cannot put the alternative systems in place or elect not to, funds should be made available to other educational institutions, community-based organizations, employers, and private organizations.

The funds for the alternative systems should be targeted on two principal objectives: (1) to stimulate new initiatives and innovation in work-related training and job placement and (2) to place on-line successful alternatives for special students in public- or private-sector programs.

A variety of programs might be considered for funding, including the following examples.

Education as a Fringe Benefit

Business and industry are deeply involved in training, using it both as a means of training employees to perform assigned tasks and as a fringe benefit. Along with health insurance, vacations, sick leave, and cost-of-living increases, some firms include educational and training opportunities that they offer as a means of recruiting and retaining employees. The American Council on Education has worked out a formula for recommending college credit for some of the courses offered by business and industry. A similar arrangement could be systematized to recommend equivalent high school or community college credit for vocational education-related training or courses that are offered by firms or trade associations.

Training as Integral Component of Employment

A form of occupational training that is highly recommended by the leaders in their responses to the survey instrument is

the apprenticeship program. Apprenticeship programs make training an essential part of employment. An apprentice earns while he or she learns, without the usual delay of learning to get a job and then earning. As the Department of Labor works to expand apprenticeship programs, more cooperation between Vocational Education Programs and apprenticeship programs should occur.

A similar cooperation should occur and be expanded with other employment programs such as CETA and YEDPA. These programs could be designed so that part of the work experience trains students for unsubsidized employment. It should be possible to integrate skill training and related instruction into the daily job performance tasks so that students can develop marketable skills typically associated with related Vocational Education Programs.

Community-based Training

Because of their needs and problems, some students cannot be served adequately by the staff or resources of a conventional Vocational Education Program. The typical community has organizations and individuals who can and do help this type of student. What we need is to link the services of the organization with a work-training function through cooperative education or program expansion.

There are numerous examples of community-based organizations providing work-related training in addition to their normal services. In one city, museums and art galleries were organized to provide an intern program in commercial art for a group of gifted students. Another city uses a nonprofit drug treatment program not only to enable drug-dependent students to break their habit but also to learn marketable skills. Students with special talents or needs can be provided with the training and services that they need if linkages can be made between the community-based organization and receptive Vocational Education Programs.

Alternative training systems are recommended because some of them have been extremely effective with students who were not suited to the conventional Vocational Education Program and because there is a need to ensure that each black student learns a marketable skill. The combination of conventional and alternative systems should provide each student with an option that is appropriate to his or her learning style and personal needs.

SUMMARY

Many black students have entered and completed Vocational Education Programs and will continue to do so. The number of black students attending and completing the programs is likely to increase as an increasing number of occupations require vocational-technical training. Because their need for training and employment is critical, many black students must have access to the opportunities provided by vocational education, and their training must enable them to have success in the job market. The vocational education legislation intended that blacks, along with other target populations, should benefit from vocational education, and Congress underscored its intent by determining set-asides and designating high-priority programs.

In responding to the legislative mandate and the needs of black students, OE administrators asked black leaders to help them answer this question: How can Vocational Education Programs better meet the needs of black students?

To assist in answering this question, black leaders responded to items on a survey instrument and provided policy recommendations for actions to be taken by the Office of Education. The combination of the survey findings, which are program recommendations, and the policy recommendations add up to a comprehensive plan for actions that can be taken at the national, State, and local levels.

The plan and the strategy for carrying out the plan can be summed up in six major interrelated points. The administrators of Vocational Education Programs at the Federal, State, and local levels, in concert with the black community, should:

1. Set clear and measurable goals for meeting the needs of black students.

2. Allocate resources to achieve those goals.

3. Develop and implement programs to ensure black enrollment in and completion of Vocational Education Programs.

4. Hold administrators and staff responsible for program performance and accountable for the outcomes of their programs.

5. Appoint blacks to influential positions at all levels of Vocational Education Programs to ensure that the plans and programs are implemented.

6. Develop and operate an ongoing information system to provide black leaders with the information needed to make viable decisions about Vocational Education Programs.

The program recommendations, contained in the specific findings, and the recommendations for policy and administrative action by the Office of Education derive from the need to help black students succeed in Vocational Education Programs and to help them find unsubsidized employment. Both sets of recommendations and the implementing actions seek to recognize and stimulate--among administrators, staff, leaders, students, and parents--a set of positive, self-generating motives for improving the performance of black students.

BLACK LEADERS' ATTITUDES TOWARD THE DESIRABILITY OF BLACK STUDENTS' ENTERING AND COMPLETING VOCATIONAL EDUCATION PROGRAMS

PART 3:

SUMMARY OF STUDY AND FINDINGS

INTRODUCTION

In their survey responses, more than 1,200 black leaders provided specific suggestions about how to improve Vocational Education Programs and increase the support of black leaders for the programs. As a result, administrators of Vocational Education Programs are now in a position to decide which program actions and policies, if any, should be strengthened, changed, or adopted to increase the programs' utility to black students.

Administrators of different types of Vocational Education Programs may react differently to the attitudes expressed and the recommendations made by the black leaders. Some administrators may concur with and recognize the validity of the attitudes and recommendations and seek to use the information as the basis for program development. Other administrators, however, may believe that the survey respondents lack full information about their programs. These administrators can use the survey findings to correct misunderstandings that they perceive as existing within the community of black leaders.

The survey findings represent the black leaders' attitudes and perceptions about the effectiveness of vocational education and ways to improve it. The scope of the study was not broad enough to include an investgation, based on objective measures, of vocational education's effectiveness or methods for improvement. For example, the study did not compare actual placement records to determine which type of placement service should be provided by Vocational Education Programs. But, the study did ask the respondents which type of placement service they considered to be the best.

As a result, there may be a difference between what is perceived as best and what is actually best according to experience. Although it is important, the distinction between perception and reality should not lead the reader to discount the value of the leaders' perceptions as indicators of needed program changes or to substitute his or her own perceptions for those of the respondents. Information about the black leaders' perceptions and expectations is important because people act on the basis of their perceptions and expectations. Thus, their perceptions and expectations may lead them to support or reject programs. In this study, findings are based on more than mere perception since a significant number of the respondents have firsthand, working knowledge of Vocational Education Programs. They are or have been board members, committee members, staff members, and students of Vocational Education Programs.

Why should the survey findings be used by administrators of Vocational Education Programs and others who are interested

in improving vocational training? The findings present a multi-faceted profile of the types of Vocational Education Programs that the leaders believe would be effective for black students. In addition, the leadership represented in this study reflects a substantial segment of American society, speaking for many blacks, the poor, and others.

This section, Summary of Study and Findings, contains the principal conclusions and a brief description of the study. The study was conducted according to established and accepted survey methodology to insure that the findings would be reliable, valid, and useful. The conclusions and explanatory documentation presented in the summary are supported by data available in Part 4, Detailed Findings, and in the computer printout of the study findings. Readers are invited to refer to Part 4 or to the printout for specific items of interest that are not covered fully in this summary.

BRIEF DESCRIPTION OF STUDY

The national mail-and-phone survey of black leaders, funded under Section 131(a) of Part C of the Vocational Education Amendments of 1968 (Public Law 90-576), was designed to secure information that could be used by administrators of Vocational Education Programs at the Federal, State, and local levels to improve the quality and effectiveness of programs. Of particular concern were programs that enroll members of the target population. Students attending Vocational Education Programs, as defined in Public Law 90-576, were the focus of the study.

Importance

The study is important because black leaders play critical and central roles in several areas that impact on Vocational Education Programs. Vocational education receives a smaller share of the education and training dollar than many other training and education programs. This allocation of funds reflects a decision about the relative worth and about the extent of community support for the various programs. If vocational education is to increase its share of the funds, it must win more support among Federal and State decision makers. As increasing numbers of blacks enter this circle of decision makers--by becoming members of Congress, mayors, State and local legislators, members of planning boards, and members of budget committees--their perceptions are having a discernible impact on the decision-making process and on the policy that is established.

Traditionally, administrators of Vocational Education Programs have involved members of the community in the development of programs; for example, State and local advisory councils

and committees have been established by law. This community involvement causes program administrators to be responsive to expressed needs and expectations, translating feasible recommendations into action. This study is an extension of this process, using the survey technique to involve black leaders in the advisory process.

Of equal importance is the need to improve Vocational Education Programs for all students and to reduce unemployment among black youth. Black leaders, because of their direct association with this problem and with education, are in a position to offer valuable recommendations.

Purposes

The study, Black Leaders' Attitudes Toward Black Students' Entering and Completing Vocational Education Programs, had two contractual purposes:

- To assess the attitudes of black leaders toward vocational education
- To provide a data base that could be used by administrators of Vocational Education Programs.

Products

In addition to providing findings and a final report, the study was designed to assist administrators of Vocational Education Programs and black leaders in carrying out their responsibilities. Administrators can use the findings to identify the policies and actions needed to improve programs, determine what information is needed by the black leaders, develop strategies to increase blacks' participation in and support of the programs, and plan how to increase funding for Vocational Education Programs.

Black leaders can use the data in a similar fashion. The data provide independent and related sets of criteria for evaluating a program, for holding a program accountable, and for planning to increase funding. The survey itself is a form of participation in vocational education. The potential impact of this participation depends both on the response of administrators and on follow-through by the leaders.

The survey form has been validated by successful use, and is now available for use in similar studies. With modification, the form can be used at State and local levels, with different ethnic groups, and for different educational programs.

Method

The survey form was developed after an intensive investigation of the subject and potential survey procedures. Methods used to develop the instrument included: conducting a literature search, interviewing specialists in vocational education, interviewing black leaders, obtaining suggestions from State and local administrators of Vocational Education Programs, and analyzing vocational education State plans and administrative requirements. Several review panels also assisted in the development of the questions and possible responses for the survey instrument.

After clearance by the Office of Education and the Office of Management and Budget, the survey form and a cover letter were mailed to the respondents. Approximately 42 percent of the respondents returned the forms within the allocated time. A test for nonrespondent bias was conducted and completed. The data were reduced to present the findings. The findings were reviewed by the project staff, a Policy Panel, and Strategic Advisors, to interpret the data and make the recommendations.

Respondents

A broad-based and cross representative sample of black leaders returned the survey forms. The respondents provide leadership at the national, State, and local levels. Among the 1,252 in the total sample are mayors, Congressional staff, State legislators, elected and appointed officials, aides to State governors, members of boards of education, members of vocational advisory councils, and former students in vocational programs. The leaders' occupations include: lawyer, physician, labor leader, religious leader, barber, waiter, etc. Forms were returned from officers in civic organizations and interest groups such as: the NAACP, Urban League, tenants' associations, and the National Association for the Advancement of Black Americans in Vocational Education.

The respondents are influential and experienced leaders, and many are wll informed about vocational education. Two of every three (66 percent) of the respondents have served as members of boards or on committees in vocational or academic education programs or have been students in Vocational Education Programs. One of every two (50 percent) of the respondents is an employer who hires people for vocational-technical jobs. One of every three (34 percent) was identified by a State Director of Vocational Education as a leader in State or local vocational programs.

For the purpsoes of the study, the data were divided into 14 separate sample groups--the total sample and 13 subsamples--and analyzed by group. The subsamples were designed to determine if factors such as educational experience, knowledge of

vocational education, or being an employer affect attitudes and opinions about vocational education.

Survey Form

The survey form contains 26 questions, with 184 optional answers. The questions are related to the decisions that administrators must make about Vocational Education Programs. They seek information regarding instructional methods, program organization, criteria for success, graduation, placement, evaluation, and participation. Points of view currently advocated by influential interest groups, leading authorities, or legislators with responsibility for education were used to construct the questions and a set of answers (item options) for each question.

Two types of questions were used in the survey form. One type asked the respondent to rate options according to a Likert-type scale, a five-point scale with a sixth point for "no opinion." In other questions, the respondents were asked to rank the item options, selecting the top one or the top three operations. In this summary, responses to the scaled questions are reported as average response modes, and findings from the other questions are reported by rank-order, based on a percentage or an index matrix.

Results

The data were analyzed statistically to determine their reliability and significance. Face validity was built into the instrument during its development by having members of several panels review the questions and item options. The Guilford Two-Way Analysis of Variance resulted in a reliability coefficient of .78, which means that the values indicated by the respondents and the values marked on the form are in agreement. Three separate tests of significance were applied to the various questions; most of the questions yield significant information in the range of $p. < .001$ to $p. < .05$. Thus, the findings are valid, reliable, and statistically significant.

SUMMARY OF FINDINGS

In this section, the principal opinions of the black leaders, stated in their responses to the questions, are organized according to the answers they provide to these four questions:

- What type of Vocational Education Programs do the leaders recommend?
- How can Vocational Education Programs be improved?

- How can the support of black leaders for Vocational Education Programs be increased?

- What is the black leaders' assessment of Vocational Education Programs?

The major findings related to each question are discussed, and sufficient data are provided to explain the findings and conclusions.

The information in this Summary of Findings is based on the average response mode of the total sample. Except in the instances noted, the subsamples agree with the central tendency of the total sample. For more detailed information about the average response modes of the total sample and the six major subsamples, read the Detailed Findings. The complete range of responses and data reduction for the total sample and the 13 subsamples are available in the computer printout.

WHAT TYPE OF VOCATIONAL EDUCATION PROGRAMS DO THE LEADERS RECOMMEND?

The leaders' description of an effective Vocational Education Program is derived from an analysis of the black leaders' responses to several questions. The responses indicate that they think Vocational Education Programs in high schools, community colleges, and four-year colleges serve different purposes. In sum, the responses suggest that a "model" Vocational Education Program would:

- Produce graduates who actually get jobs

- Provide students with a solid academic program along with vocational training

- Enable students to develop a positive self-image and sense of personal worth

- Promote leadership and business ownership

- Reduce occupational segregation and discrimination.

Objectives

According to the responses, black leaders strongly support three objectives for Vocational Education Programs. They are: (1) to insure employability, (2) to prepare for advanced training, and (3) to teach owning and operating a business. Both high school and college programs should contribute to these objectives but in different ways.

Success Criteria

In two questions, the respondents were asked what criteria should be used to measure the success of Vocational Education Programs in high schools and in community colleges. Different criteria were recommended for the two types of educational institutions, indicating that they are perceived as serving different roles and functions. Generally, there is more agreement on criteria for the community colleges than for the high schools.

The top three criteria for measuring success of Vocational Education Programs in high schools are: (1) graduates go on to advanced programs or college, (2) graduates show improvement in self-image and self-worth, and (3) graduates get jobs for which they were trained or jobs in related occupations.

At the community-college level, the criteria are: (1) graduates get jobs even though these jobs may not be related to their training, (2) the cost of training a student equals the cost of educating students in academic programs, and (3) graduates can pass preemployment licensing and similar tests.

Job Placement

Different opinions were expressed regarding the type of placement services that should be provided by Vocational Education Programs. Within the total sample, the majority (80%) of respondents believe that the programs should "finance, sponsor, and cooperate with a community group or provide placement as part of the school program."

Twenty percent of the respondents rated as "good" or "excellent" the following placement practices: "referring students to U. S. Employment Service only" and "teaching students how to find jobs only." However, the majority of respondents rated these two services as "poor" or "very poor."

Although there was a division of opinion on the type of placement service, there is strong agreement that some type of placement service is needed. The demand for ensuring effective placement services ranked third out of twelve policies recommended for Federal action. The school placement officer was considered as a top source for finding employment for students. On balance, the findings appear to support the conclusion that Vocational Education Programs should train students for jobs and assume some responsibility for placing them in jobs.

Graduation Requirements

When should a student be considered qualified to graduate? Thirty-eight percent (38%) stated that the student should pass

three tests, which are: (1) a job performance test, (2) a competency test, and (3) the required academic credits. Twenty-one percent (21%) stated the student should pass: (1) a job performance test, and (2) a competency test. Eighteen percent (18%) selected: (1) complete academic credits, and (2) pass a job performance test.

A job performance test is included in each of the top three choices; thus, the requirements recommended combine the practical and the academic. This indicates that the leaders support high standards and quality programs. In addition, the findings suggest support for programs that document the ability of their students to perform.

Occuptional Clusters

Several questions were asked about what occupations should be included in Vocational Education Programs. Findings support two conclusions regarding occupational clusters. The Vocational Education Program should reduce occupational segregation and black students should be moved systematically into preparation for the more technical and higher-paying occupations.

Course Organization

What type of courses should be offered by Vocational Education Programs? According to the respondents, the job focus of the courses should be different in community colleges and high schools. This finding supports the institutional role distinction that was observed in responses to other questions. Approximately fifty percent of the leaders feel that vocational programs at the college level should teach advanced occupational training. Responses concerning high school programs were evenly divided among recommendations that the schools should prepare students for specific jobs, for categories of jobs, or for advanced occupational training.

When asked which type of course organization they preferred, the respondents selected a 2-4 week learning module as their first choice, followed by individualized instruction, and then semesters. Their ranking of the three options is based on a judgment of instructional effectiveness, not a mere consideration of time.

The respondents were asked which courses should be taught in addition to those aimed at teaching marketable skills. The following six, out of 12 options, were rated as "extremely important" or "very important": owning and operating a business, decision making and problem solving, actual work experience, civic responsibility and community involvement, black studies, and communication skills such as reading and math.

Admission Policies

None of the seven admission policies presented in the question were rated very high by the majority of the respondents; ratings ranged from "fair" to "poor." However, a minority of the respondents strongly supported four policies: setting racial quotas, setting sex quotas, giving priority to the unemployed, and giving priority to applicants who have obsolete skills. The other three admission policies, which received low ratings, were: admitting on a first-come, first-served basis; admitting only those applicants who show evidence of the ability to succeed; and admitting people regardless of age.

Apparently, the respondents feel that success of the program should be based on what happens to students and to the community as a result of the Vocational Education Program and not on its admission policies, unless a particular policy is needed to counter other political-social conditions or admission policies.

HOW CAN VOCATIONAL EDUCATION PROGRAMS BE IMPROVED?

According to the respondents, the principal sources and forces for improving programs are: better administration, management by objectives, and appointing blacks to decision-making bodies.

Areas Needing Improvement

The responses indicate that five areas in Vocational Education Programs are in serious need of improvement. These are: guidance and counseling, administration, facilities and equipment, community involvement, and accountability. This list of high-priority areas is similar to areas that have been identified in other studies of vocational education.

Policies

According to the leaders, the Federal Government should adopt policies that: set national objectives, provide stipends to students, require effective placement service, require that the training be related to available jobs, and lessen discrimination. These policies were rated as "extremely important" and "very important." Action to reduce discrimination was rated "extemely important."

The relative rating given the possible Federal policies and actions suggests a plan for improvement. The plan would have clear objectives such as training to get the students employed and steps to reduce occupational segregation. The

plan would use administrative leadership and the proper allocation of funds to achieve these objectives. To insure accountability and program improvement, black leaders would be appointed to policy boards or they should form action groups.

HOW TO INCREASE BLACK LEADERS' SUPPORT FOR VOCATIONAL EDUCATION

Although the black leaders, in response to several questions, express a negative image of "specific" Vocational Education Programs, they also express a consistent support for Vocational Education Programs that provide students with marketable skills and employment.

The findings indicate that administrators of Vocational Education Programs can gain increased support from black leaders by:

- Involving the leaders in programs that relate to their business or employment,
- Giving the leaders more information, and
- Appointing them to influential bodies.

In addition to these actions to be taken by administrators, the leaders' support of and influence on Vocational Education Programs can be increased if the leaders:

- Organize action groups, and
- Use the ballot box.

HOW DO THE LEADERS EVALUATE VOCATIONAL EDUCATION PROGRAMS?

The leaders were asked to compare Vocational Education Programs to other types of training programs and to evaluate Vocational Education Programs for black and white students.

Marketable Skills

When asked which kinds of training programs do the best job of teaching marketable skills, the leaders ranked the programs in the following order:

1. Apprenticeship programs
2. On-the-job training
3. Community college programs

4. Employer-sponsored programs

5. Four-year colleges

6. Public high school

7. Private vocational-technical schools

8. U. S. Department of Labor programs

9. Informal training

Hiring

The respondents were asked to indicate who they would hire for a vocational-technical position. They were to select among the graduates of nine different training programs. The top four choices of the total sample and the subsample of employers were different.

Total Sample	Employers:
1. Vocational four-year college	1. Vocational community college
2. Vocational community college	2. Vocational four-year college
3. Persons trained on the job	3. Vocational high school
4. Vocational high school	4. Persons trained on the job

Although the employers would seek a graduate with less college education than the total sample would, both groups indicate a preference for a combination of vocational training and the college degree or experience. Programs that have only an academic component were ranked last. Apparently, the respondents feel that having both occupational training and a college degree gives one a competitive advantage.

Image

The respondents' image of Vocational Education Programs was obtained, in part, by asking them to check eight sets of paired statements. The paired statements represent negative and positive aspects of existing programs, such as:

- Teaches obsolete skills - Teaches marketable skills
- Gives useless education - Gives relevant education
- Limits employment options - Expands employment options

The respondents could check a five-point scale between the paired statements. Point 1 represented the most negative position and point 5 the most positive position.

In separate questions, the respondents were asked to give specific opinions on vocational education in schools with a predominantly black student population and in schools with a predominantly white student population. On a scale of 1 to 5, programs in black schools are rated at 1.5; programs in white schools are rated at 2.8. The respondents are in general agreement regarding their opinion and image of programs in black schools, but there is less agreement in their opinion of programs in white schools, showing a standard deviation of .69 and 1.09 respectively.

SUMMARY

The national survey of black leaders toward vocational education produced findings that are reliable, valid and statistically significant. Findings provide information about the attitudes, opinions, and recommendations of the leaders regarding the effectiveness of Vocational Education Programs and indicate how the programs can be improved.

BLACK LEADERS' ATTITUDES TOWARD THE DESIRABILITY OF BLACK STUDENTS' ENTERING AND COMPLETING VOCATIONAL EDUCATION PROGRAMS

PART 4:

DETAILED FINDINGS

INTRODUCTION

More than 1,200 black leaders responded to a questionnaire designed to identify their attitudes toward black students entering and completing Vocational Education Programs. The attitudes they expressed in response to 26 substantive questions on the survey instrument are discussed in detail in this document. The questions and the black leaders' responses concern various aspects of vocational education.

This presentation of the findings in detail is organized according to the order of the questions, starting with question 1 and ending with question 26. Each item is discussed as follows: (1) the question, or a paraphrase of the question, appears at the top of a page, (2) a table, displayed directly below the question, contains raw statistical data which represents responses to the question, and (3) a brief discussion of important points follows the table.

The statistical data on the tables are average response modes for the total sample and subsamples. The average response mode for each item option was determined by computing the average of the total number of responses to that item, the percentage of responses, or the index matrix. The average response mode represents the central tendency of the black leaders. Information about specific response modes is available in the computer printout.

The tables present information on the responses of six of the 13 subsamples of respondents. While all samples are included in the computer printout, only the total sample and six major subsamples are discussed here.

On all except a few questions, the total sample and the six major subsamples gave essentially the same responses. The item value and rank order assigned to the item options by the seven groups are preserved in most instances. There are several items where one subsample varies from the total sample in their responses and several items where a minority opinion is documented. Subsample variation and minority opinion will be discussed during the analysis of items where variation from the total sample occurs.

Sample Groups

The total sample and six major subsamples are identified on the tables by abbreviations such as "T," "A," and "B." To provide an operational definition of the sample groups, here is a descriptive definition of the sample groups:

- Total sample (T)

  The total sample includes all usable returns of the survey form. All six subsamples are combined in the total sample.

- **Subsample A (A)**

  Sample A, the general, across-the-board leadership within the black community, includes black leaders who hold positions of influence and who represent a wide range of organizations, occupations, and strata of leadership. This subsample includes all respondents who are not in subsample B.

- **Subsample B (B)**

  Sample B, specialists in vocational education, includes black leaders who were identified by administrators of Vocational Education Programs as people who are knowledgable about vocational education and active in their State or local Vocational Education Programs.

- **Subsample Item 27 (I 27: Yes)**

  Item 27 on the survey form asked the respondents to check the statement that described their vocational education experience. This subsample includes black leaders who checked options a, b, or c, of Item 27, indicating that they have served as a board, committee or staff member in a vocational or educational program. In popular terms, they can be called active educational participants.

- **Subsample Item 27 (I 27: No)**

  This subsample includes black leaders who checked options d or e on Item 27, indicating they are not active educational participants and have limited information about Vocational Education Programs.

- **Subsample Item 29 (I 29: Yes)**

  This subsample includes black leaders who checked "yes" on Item 29, indicating that they hire people for vocational-technical jobs. This subsample may be viewed as vocational-technical employers.

- **Subsample Item 29 (I 29: No)**

  This subsample includes black leaders who checked "no" on Item 29, indicating that they do not hire persons for vocational-technical jobs.

The total sample and the six subsamples represent distinct groups. Analysis of the subsamples (Part 5: Description of Study Methods) shows there is sufficient separation among the respondents in the various groups to warrant each subsample being considered independently. Based on the validity of the subsamples, the findings permit comparisons between:

(1) The general black leadership	and	(2) Specialists in vocational education;
(3) Leaders active on educational boards and committees	and	(4) Leaders who are not active on educational boards and committees;
(5) Vocational-technical employers	and	(6) Nonemployers;
(7) The overall or total sample, which includes all of the above	and	(8) Any of the subsamples.

SAMPLE GROUPS FOR DETAILED FINDINGS			
Identification of Samples	Definition of Samples	Sample Size	Percentage of Total
T	All respondents	1,252	100%
A	General leadership	825	66
B	Vocational-education specialist	427	34
I 27 Yes	Educational board member	828	66
I 27 No	Not board member	424	34
I 29 Yes	Vocational-technical employer	631	50
I 29 No	Not vocational-technical employer	523	42

Item 1. Employment in Occupational Clusters

Vocational Education Programs at the high school and community college levels prepare persons for a variety of different occupations. How important is it that black persons be successfully prepared for and employed in the following occupational clusters?

Importance of Employment in Occupational Clusters				
Occupational Clusters	Average scale values for the Total Sample and Subsamples A and B			Rank of Occupational Clusters
	T	A	B	
C. Technical (computers, TV repair, etc.)	1.40	1.44	1.31	1
B. Trade and industry (crafts, machinists, etc.)	1.40	1.43	1.34	2
D. Health (nursing, allied health, etc.)	1.47	1.53	1.36	3
E. Distributive (business, transportation, etc.)	1.64	1.70	1.53	4
A. Office (secretarial, clerical, etc.)	1.73	1.77	1.66	5
G. Home economics (dietician, cook, etc.)	2.14	2.17	2.07	6
F. Agriculture (farming, agribusiness, etc.)	2.22	2.27	2.13	7
Range 1-5 not significant ($p > .5$) range between sets 1-5 and 6-7 significant ($p < .05$).				

Of the seven occupational clusters listed, all were rated as very important except for agriculture and home economics. It should be noted that a conscious attempt was made on the survey instrument to correct for occupational-status bias in the wording of the question by using "agribusiness" as a descriptor for agricultural occupations and "dietician" as a descriptor for occupations in home economics.

There is a high level of agreement among the respondents; preparation for employment and employment in all occupational clusters listed on the questionnaire were considered to be important. The occupational clusters were ranked on the basis of the average response mode in the total sample. According to the average scale values, preparation for and employment in the first five clusters were rated between "extremely" and "very" important. Ratings for home economics and agriculture ranged between "fairly" and "very" important.

The differences in the ranking between the first five occupational clusters and home economics and agriculture is statistically significant. The range among the first five clusters is within one tenth of a standard deviation from their common designation, 1.50. There is a break between the first five and the last two (home economics and agriculture), which indicates that greater importance is attached to preparation for employment and employment of blacks in the first five occupational clusters.

The ranking and preference of the total sample, referred to above, holds for subsamples A and B. Other subsamples in the study did not change the rank or preference for preparation for employment and employment in the various occupational clusters.

This question was designed to focus the attention of the respondents on types of occupational clusters that exist within the scope of Vocational Education Programs so that they would think of these occupations as they responded to other items on the survey.

Item 2. Admission Policies

What kinds of admissions policies should Vocational Education Programs have?

Evaluation of Admission Policies

Admission Policies	Average Scale Value for the Total Sample and Subsamples A and B			Average Scale Value for the Subsamples Responding Yes or No to Question 27	
	T	A	B	Yes	No
G. Admit people regardless of age	2.45	2.38	2.59	2.50	3.37
E. Give priority to the unemployed	3.33	3.36	3.29	3.33	3.33
F. Give priority to those who have obsolete skills and need retraining	3.45	3.47	3.41	3.44	3.46
A. Admit on first-come-first-served basis	3.67	3.72	3.58	3.56	3.90
D. Set minimum sex quotas	3.79	3.86	3.67	3.74	3.90
B. Admit only those who show evidence of the ability to complete the program successfully	3.88	3.93	3.77	3.83	3.96
C. Set minimum racial quotas	3.89	3.93	3.82	3.85	3.98

Range not significant ($p > .38$)

The admission policies and criteria included in this question (listed in the first column) have been strongly advocated by various interest groups. This question was designed to find out which of the policies and criteria are supported by the leaders.

According to the response mode of the total sample, only the policy of "admitting people regardless of age" was rated between "good" and "fair" by the total sample. With respect to four other policies there were majority and minority opinions. The minority opinion, held by approximately 30 percent of the respondents, supports admission policies based on racial and sex quotas as well as on priority setting. A correlation between the two sets of policies is clearly shown in the between category of response correlation matrix (Table 2a). The majority rated these policies from "poor" to "very poor" while the minority rated them "fair" to "good." This division between majority and minority opinion did not occur among the subsamples.

Table 2a

Correlation Matrix between the Response Categories for Question Number Two								
Admission Policies: Response Categories	Admission Policies: Response Categories and Correlations							
	A	B	C	D	E	F	G	
A. Admit on first-come-first-served basis	-	.2	.0	.0	.1	.1	.2	
B. Admit only those who show evidence of the ability to complete the program successfully			.1	.1	.1	.2	.1	
C. Set minimum racial quotas				.8	.2	.2	.1	
D. Set minimum sex quotas					.3	.2	.1	
E. Give priority to the unemployed						.5	.2	
F. Give priority to those who have obsolete skills and need retraining							.3	
G. Admit people regardless of age								-

There are two substantial correlations: R = .8 between options C and D, and R = .5 between options E and F. This means that those in the minority who advocate setting racial quotas also favor setting sex quotas and those in the minority who favor setting priority for the unemployed also advocate setting priority for retraining. There is no discernible cohesion in this minority opinion except for these two correlations.

Although majority and minority opinion exists about admission policies, a similar division of opinion does not exist regarding graduation requirements, program services, and what should happen to students as a result of attending a Vocational Education Program. Agreement in these areas implies a working consensus on admission policies, not conflicting opinions.

The literature suggests that one "group" of black leaders feels that the best approach is to state measurable objectives for the program and hold the program accountable for achieving the objectives, leaving operational decisions (admission policies) to the discretion of administrators. In contrast, another "group" of black leaders feels that where admission policies have a discriminatory effect, it is necessary to state and implement corrective admission policies that will get the desired result. A third "group" seems to hold the opinion that too many blacks have been directed into vocational education and away from other types of education-training programs; as a result, they have little interest in the admission policies of vocational programs. But, they have a high interest in admission policies to professional schools, colleges, and similar institutions.

Item 3. Graduation Criteria

When should a student be considered qualified to graduate from or complete a Vocational Education Program?

Criteria for Graduation Specified by Samples of Black Leaders							
Criteria for Graduation	Total Sample and Subsamples A & B			Subsamples of Leaders Responding Yes or No to Question 27		Subsamples of Leaders Responding Yes or No to Question 29	
	Percentage Response			Percentage Response		Percentage Response	
	T	A	B	Yes	No	Yes	No
D. Complete academic credits and pass both a competency test and job performance test	38	36	41	39	35	39	36
G. Pass both a competency and job performance test (no other requirements)	21	20	23	23	19	24	18
C. Complete academic credits and pass a job performance test	18	20	14	17	19	17	20
F. Pass a job performance test only (no other requirement)	9	10	5	7	12	9	8
B. Complete academic credits and pass a competency test	6	6	8	6	7	4	9
A. Complete academic credits only	4	3	5	4	3	4	3
E. Pass a competency test only (no other requirement)	2	2	1	2	1	2	2

A job performance test is included in each of the top three choices made by the total sample. Seventy-seven percent of the respondents feel that a student must pass three or two criteria before graduating or completing the Vocational Education Program. There is a clear insistence on a combination of the practical (job-performance testing) and the academic (credits or competency testing).

The relative ranking of the various criteria--response options--is virtually identical among all subsamples. It follows that the hierarchy among the graduation criteria shown for the total sample is indigenous to these criteria, as seen by all respondents concerned.

It is of interest to note that competency testing appears to be understood as an academic, not a practical, criterion and that there is no evidence of emotional loading on the concept of competency testing. The absence of emotional loading is verified in Question 21-(b), where competency testing is not viewed as a form of discrimination.

The selection of the criteria for graduation indicates that the leaders seek high standards and high quality in the programs and an assurance that graduates will be able to perform and compete effectively.

Item 4. Job Placement Services

What kinds of job placement services should Vocational Education Programs provide?

Job Placement Services Recommended by Black Leaders							
Job Placement Services	Total Sample and Subsamples A & B			Subsamples of Leaders Responding Yes or No to Question 27		Subsamples of Leaders Responding Yes or No To Question 29	
	Average Scale Value			Average Scale Value		Average Scale Value	
	T	A	B	Yes	No	Yes	No
C. Finance, sponsor and cooperate with a community-based placement service	2.31	2.35	2.22	2.32	2.28	2.28	2.35
D. Provide a placement service as part of the school's program	2.49	2.44	2.59	2.58	2.32	2.52	2.44
B. Provide none, but refer students to the U.S. Employment Service	2.82	2.76	2.92	2.86	2.73	2.85	2.80
A. Provide none, but teach students how to find jobs	3.13	3.12	3.15	3.16	3.09	3.12	3.19
Range Significant ($P < .01$)							

Among the subsamples, there is a perfect preservation of the relative orders in which the options were rated. Each of the subsamples believes that Vocational Education Programs should provide placement services by cooperating with community-based groups, offer placement as part of the school's program, refer students to the U.S. Employment Service, or teach students to find jobs for themselves, in that order.

There was a dissenting minority scattered among the subsamples, as in item 2. This minority, approximately 20 percent of the respondents, thinks highly of the options, "teaching students to find jobs for themselves" and "referring them to the U.S. Employment Service." The correlation between these two options is .81. In contrast, the majority rates these options solidly toward the "poor" end of the scale.

Responses to the four alternatives posed in the listing tend to cluster near the "fair" section of the scale. Even the alternative, "teach students how to find jobs," which has the lowest rating, was rated between "fair" and "poor." This finding reflects, at least, a partial rejection of existing placement services.

This finding does not represent an indifference to placement as a service; for example, in item 7, effective placement services were rated as one of the most important actions that could be taken by the Federal Government to improve vocational education.

Item 5. Success Criteria: High Schools

How would you measure the success of a Vocational Education Program in a high school?

Opinion on Measuring Success in High School Vocational Education Programs							
Success Criteria for Programs in High Schools	Total Sample and Subsamples A & B			Subsamples of Leaders Responding Yes or No to Question 27		Subsamples of Leaders Responding Yes or No to Question 29	
	Average Scale Value			Average Scale Value		Average Scale Value	
	T	A	B	Yes	No	Yes	No
F. Graduates go on to advanced programs or college	1.86	1.88	1.83	1.88	1.84	1.79	1.91
G. Graduates show improvement in self-image and self-worth, measured by standardized tests	2.11	2.11	2.11	2.11	2.12	2.13	2.10
A. Graduates get jobs for which they were trained, or in related occupations	2.64	2.54	2.83	2.71	2.50	2.72	2.51
B. Graduates earn middle incomes (or better) in a reasonably short time	2.79	2.70	2.98	2.86	2.65	2.84	2.70
H. The cost of training a student equals the cost of educating students in academic programs	2.83	2.80	2.88	2.86	2.77	2.87	2.7.
C. Graduates get jobs, even if they are not related to their training	2.92	2.88	2.99	2.94	2.87	2.97	2.87
D. Graduates can pass pre-employment licensing and similar tests	3.18	3.18	3.19	3.23	3.09	3.22	3.13
E. Graduates continue their occupational training	3.19	3.15	3.26	3.22	3.13	3.21	3.18
Range is significant ($p < .001$); order is preserved.							

The eight criteria for measuring the success of a Vocational Education Program in high school were rated on a scale from "excellent" to "poor" and ranked according to average response modes. The range is significant. Order or ranking is preserved across the built-in subsamples, indicating that a high value is placed on high school graduates going on to advanced programs or college.

In addition to preparing students for advanced training and college, the respondents gave high priority to the criteria, "improve one's self-image and self-worth" and "jobs for which they were trained." Evidently, high school Vocational Educational Programs are viewed as having a dual objective or criteria for success. High schools must: (1) prepare students who will be going to postsecondary institutions for successful advanced training, and (2) prepare students who will be entering the job market directly after high school to become gainfully employed.

Item 6. Success Criteria: Community Colleges

How would you measure the success of a Vocational Education Program in a two-year community college?

Opinion on Measuring Success in Community College Vocational Education Programs							
Criteria for Programs in a Two-Year Community College	Total Sample and Subsamples A & B			Subsamples of Leaders Responding Yes or No to Question 27		Subsamples of Leaders Responding Yes or No to Question 29	
	Average Scale Value			Average Scale Value		Average Scale Value	
	T	A	B	Yes	No	Yes	No
C. Graduates get jobs, even if they are not related to their training	1.40	1.45	1.32	1.40	1.41	1.31	1.46
H. The cost of training a student equals the cost of educating students in academic programs	1.45	1.48	1.39	1.45	1.44	1.39	1.46
D. Graduates can pass pre-employment licensing and similar tests	1.57	1.62	1.45	1.59	1.52	1.51	1.60
A. Graduates get jobs for which they were trained, or in related occupations	1.89	1.88	1.90	1.89	1.90	1.88	1.90
E. Graduates continue their occupational training	1.92	1.95	1.86	1.95	1.86	1.91	1.94
F. Graduates go on to advanced programs or college	1.92	1.98	1.80	1.94	1.88	1.89	1.96
G. Graduates show improvement in self-image and self-worth, measured by standardized tests	2.55	2.41	2.81	2.66	2.33	2.61	2.51
B. Graduates earn middle incomes (or better) in a reasonably short time	2.76	2.70	2.87	2.82	2.63	2.83	2.69
Range is significant ($p<.01$); order is preserved.							

Each of the eight criteria for measuring the success of a Vocational Education Program in a two-year community college was rated from "excellent" to "fair." As was the case with the criteria for high school programs, the difference in the value assigned to the first and last criteria is significant. Rank order is preserved across the subsamples.

The leaders express a preference for programs at the community-college level that enable graduates to get jobs and pass pre-employment licensing tests. In addition, they feel that the program should be adequately funded, on a par with academic programs. In sum, the responses indicate that a student should be able to become employed and actually be employed as a result of attending a community college.

Item 6a. Success Criteria, Comparative

What are differences in the success criteria for high schools and community colleges?

Table 6a

High School and Community College Success Criteria Compared

SUCCESS CRITERIA	TYPE OF SCHOOL			
	High Schools		Community Colleges	
	Average Scale Value	Rank Order	Average Scale Value	Rank Order
A. Graduates get jobs for which they are trained, or in related occupations	2.64	3	1.89	4
B. Graduates earn middle incomes (or better) in a reasonably short time	2.79	4	2.76	8
C. Graduates get jobs, even if they are not related to their training	2.92	6	1.40	1
D. Graduates can pass pre-employment licensing and similar tests	3.18	7	1.57	3
E. Graduates continue their occupational training	3.19	8	1.92	5
F. Graduates go on to advanced programs or college	1.86	1	1.92	6
G. Graduates show improvement in self-image and self-worth, measured by standardized tests	2.11	2	2.55	7
H. The cost of training a student equals the cost of educating students in academic programs	2.83	5	1.45	2

Ranges are significantly apart ($p < .001$); orders are not equal ($p < .001$).

The criteria for measuring success in a high school and in a community college were compared to determine if the criteria were applied differently to the two types of institutions. If the respondents ranked the eight criteria differently for the two types of institutions, it would imply that they view the institutions as serving different functions.

The statistical analysis reveals that the rank order of the criteria for high school is different from the rank order for community colleges. Basically, the high school is viewed as preparatory, and the high school graduate is expected to go on for advanced training. The two-year community college is viewed as the institution for advanced technical training, and its graduates are expected to get jobs and begin their occupational careers.

This differentiation in the roles of the two types of institutions implies a need for effective articulation between occupational training at the high-school and at the community-college levels.

Item 7. Federal Government Actions

How important is it that the Federal Government take the following actions in administering Vocational Education Programs?

Important Federal Government Actions							
Recommended Federal Government Actions	Total Sample and Subsamples A & B			Subsamples of Leaders Responding Yes or No to Question 27		Subsamples of Leaders Responding Yes or No to Question 23	
	Average Scale Value			Average Scale Value		Average Scale Value	
	T	A	B	Yes	No	Yes	No
K. Re-define and re-set clear and measurable national objectives and priorities	1.36	1.39	1.31	1.37	1.35	1.38	1.33
L. Require that work programs provide stipends to students	1.53	1.55	1.49	1.54	1.53	1.53	1.53
F. Require more effective placement services	1.93	1.95	1.90	1.90	2.00	1.89	1.99
E. Require that training be more specifically related to available jobs	1.97	1.91	2.09	2.02	1.88	2.01	1.92
J. Give the states all available funds and let them operate without Federal supervision	2.13	2.09	2.22	2.18	2.03	2.20	2.03
G. Require black representation on all planning and advisory boards	2.18	2.18	2.17	2.16	2.22	2.12	2.26
B. Set aside more funds for the disadvantaged	2.69	2.69	2.67	2.69	2.67	2.70	2.67
C. Set aside more funds for inner city schools	2.71	2.58	2.97	2.72	2.69	2.79	2.60
A. Set aside more funds for physically handicapped	2.85	2.92	2.70	2.78	2.97	2.86	2.88
D. Set aside more funds for suburban schools	2.95	2.85	3.14	2.94	2.97	2.97	2.90
H. Improve the enforcement of compliance with civil rights and affirmative action in vocational education programs	3.57	3.50	3.72	3.62	3.48	3.64	3.50
I. Improve the enforcement of state accountability for meeting the terms and objectives of their vocational education plans	3.79	3.76	3.84	3.77	3.82	3.88	3.70
Range is significant ($p. < .001$); order preserved.							

The respondents were asked to rate policies that could be adopted or actions that could be taken by the Federal government. The 12 item options are policies or actions that have been suggested by influential interest groups or that have been used by Federal or State agencies.

Based on the total sample, the range of rating is from 1.36 ("extremely" to "very" important) to 3.79 ("fairly" to "not very" important). The range between item 1 and item 12 is significant for all subsamples, indicating a consensus among the respondents on the rank order.

Based on the rank order of the individual items, a comparison of the top six items with the last six items suggests that a common principle may have been applied by the respondents in rating the policies or actions. The top six items deal with various forms of resource allocation and achieving results such as management by objective, providing funds, requiring placement, relevant job training, and appointing blacks to influential positions. The last six items are concerned with set-asides and enforcements such as providing funds for specific groups and enforcing compliance with civil rights, affirmative action, and accoun ability.

This suggests that leaders of the black community, provided they are in positions of influence, may view effective management as a more effective approach than relying on others to enforce civil rights.

Item 8. Job Training Programs: High School

Here are three different kinds of Vocational Education Programs. Please check the one you believe best meets the needs of black students in a high school Vocational Educaton Program.

Types of Job Training Programs to Meet Needs of Black Students							
Job Training Programs in High Schools	Total Sample and Subsamples A & B			Subsamples of Leaders Responding Yes or No to Question 27		Subsamples of Leaders Responding Yes or No to Question 29	
	Percentage Response			Percentage Response		Percentage Response	
	T	A	B	Yes	No	Yes	No
B. Teach groups of jobs (like retail sales)	30	28	33	32	27	32	30
A. Teach specific jobs (like bricklaying)	28	29	25	28	28	30	29
C. Teach skills for advanced occupational training (like computer sciences)	25	26	22	22	30	23	27

Responses to this question provide information about program organization and the role of high schools in occupational training. The respondents are divided into groups of approximately the same size. Each of the three types of job training programs is supported by approximately one-third of the respondents.

Item 9. Job Training Programs: Community College

Here are three different kinds of Vocational Education Programs. Please check the one you believe best meets the needs of black students in a two-year community college Vocational Education Program.

Types of Job Training Programs to Meet Needs of Black Students							
Job Training Programs in Community Colleges	Total Sample and Subsamples A & B			Subsamples of Leaders Responding Yes or No to Question 27		Subsamples of Leaders Responding Yes or No to Question 29	
	Percentage Response			Percentage Response		Percentage Response	
	T	A	B	Yes	No	Yes	No
C. Teach skills for advanced occupational training (like computer sciences)	51	52	49	50	52	51	51
A. Teach specific Jobs (like bricklaying)	19	18	21	19	18	21	18
B. Teach groups of jobs (like retail sales)	16	17	14	15	17	15	19

When compared to item 8, the responses to this item support the conclusion that there is, in the opinion of the respondents, a distinction between the roles of high schools and community colleges in vocational training.

Although the leaders were fairly evenly divided in their support of the different types of job training options at the high-school level, 50 percent of the leaders, in a clear choice, selected only one of the program options for the community-college level. Teaching skills for advanced occupational training was the one they selected for community colleges.

A difference in the role and function of high schools and community colleges is supported also by the leaders' responses to items 5 and 6, criteria for measuring success of high-school and community-college programs. The respondents apply different criteria to the two types of institutions.

Essentially, the high school is to prepare students for advanced vocational training or for employment directly after high school. The community college is to provide advanced vocational training that leads directly to employment.

Item 10. Employer Preference

If you were an employer filling positions that required vocational-technical training, other things being equal, what kind of person would you prefer to hire?

Preparation of Person Chosen for Employment				
Type of Training	Total Sample		Subsamples of Leaders Responding Yes to Question 29	
	Percent	Rank	Percent	Rank
F. A vocational 4-year college graduate	23	1	21	2
E. A vocational 2-year community college graduate	18	2	22	1
I. A person trained on the job	11	3	11	4
D. A vocational high school graduate	11	4	11	3
H. An apprenticeship program graduate	10	5	8	6
C. An academic 4-year college graduate	7	6	9	5
B. An academic 2-year community college graduate	4	7	4	7
G. A private vocational-technical school graduate	4	8	4	8
A. An academic high school graduate	2	9	1	9

Other factors being equal, which type of training or educational program gives a person a competitive advantage in getting a job? The respondents were asked to indicate which one of nine graduates they would hire for a vocational-technical position. Nine different types of programs are included in the item. The list includes programs that are: (1) primarily vocational, (2) primarily academic, and (3) a combination of vocational training and academic.

Two types of graduates were selected as the preferred employee. The total sample and all subsamples, except one, selected a graduate of a vocational, four-year college program. The subsample of respondents who actually employ persons for jobs requiring vocational-technical training selected as their first choice "the vocational two-year college graduate." A vocational high school graduate was selected fourth by the total sample and third by the employers.

Looking at the rank order for the total sample, graduates who have both vocational and academic training (or vocational training and a college degree) are preferred over those who have exclusively vocational training (without the academic degree). Graduates with only academic experiences were selected last.

In view of the preference for a combination of vocational and academic preparation in a degree-granting institution, there may be a misinterpretation of vocational education as a result of its definition, namely, that the vocational education funds and programs are for occupations that do not require a four-year college degree. This definition may lead some leaders to conclude that vocational education cannot lead to the personal benefits typically associated with a degree and, therefore, to the conclusion that the programs are inherently limiting.

Item 11. Program Organization

Vocational Education Programs are organized in different ways. Here is a list of some of them. Please show your opinion by rating them from excellent to very poor.

Organizational Preference of Vocational Education Programs							
Preferred Organizational Pattern	Total Sample and Subsamples A & B			Subsamples of Leaders Responding Yes or No to Question 27		Subsamples of Leaders Responding Yes or No to Question 29	
	Average Scale Value			Average Scale Value		Average Scale Value	
	T	A	B	Yes	No	Yes	No
B. The program is organized into short courses (2-4 weeks).	1.29	1.30	1.27	1.27	1.33	1.23	1.31
C. The program is organized around individualized instruction and competency testing. Students can enroll whenever they have an interest, and can graduate when they pass a competency exam.	1.81	1.79	1.85	1.83	1.77	1.75	1.87
A. The program is organized into semesters: students can enroll and graduate only at semester breaks.	2.08	2.08	2.08	2.08	2.06	2.07	2.11
Range significant ($P < .01$); order preserved identically over subsamples.							

Short, two- to four-week learning modules are a clear first choice; the standard semester is last. Although the total sample and subsamples gave higher ratings to short courses and individualized instruction than to semester patterns, responses to other questions indicate that the basic concern is effectiveness of the instruction and not mere reduction in the time required for training.

Item 12. Avenues to Marketable Skills

Marketable skills are acquired in various ways. Please give your opinion of the following training programs by writing "1" in the box next to the one you feel does the best job of preparing a person for employment; "2," next to the one that does the second-best job, and "3," next to the one that does the third-best job.

Prioritization Across Subsamples of Ways of Acquiring Marketable Job Skills by Percentage of Designations

First Choice	Percent	Second Choice	Percent	Third Choice	Percent
Apprenticeship Programs	20	Apprenticeship programs	22	On-the-job training or experience	19
On-the-job training or experience	18	On-the-job training or experience	19	Apprenticeship programs	17
College (4-year) programs	15	Community college (2-year) programs	17	Employer-sponsored programs	17
Employer-sponsored programs	13	Employer-sponsored programs	11	Community-college (2-year) programs	11
Community college (2-year) programs	12	Public high school programs	7	Private vocational-technical school programs	9
Public high school programs	11	College (4-year) programs	6	Public high school programs	7
Private vocational-technical school programs	4	Private vocational-technical school programs	6	College (4-year) programs	6
U.S. Department of Labor programs	0.5	U.S. Department of Labor programs	2	U.S. Department of Labor programs	4
Informal training	0	Informal training	0.5	Informal training	1

Marketable skills are acquired in a variety of different ways. By asking the respondents to rate which of nine training programs they considered best, it was possible to get another measure of how they evaluate Vocational Education Programs.

The central tendency of the total sample resulted in the following ranking of the nine types of the program, with apprenticeship programs ranked as best of all.

1. Apprenticeship programs
2. On-the-job training
3. Community college programs
4. Employer sponsored programs
5. Four-year colleges
6. Public high schools
7. Private vocational-technical schools
8. U.S. Department of Labor programs
9. Informal training

The rank order of the programs was determined by counting the number of times that a given program was selected as the first, second, or third choice and then computing the program's percentage by the choice weight. Table 12a shows how the procedure was used to determine the third, fourth, and fifth choices.

Table 12a

Marketable Skill Matrix: Central Tendency												
Types of Programs	Choice 1			Choice 2			Choice 3			Index	
	Percentage		Weight	Percentage		Weight	Percentage		Weight	Product	Rank
Community college (2-year) programs	12	x	3	17	x	2	11	x	1	81	3
Employer sponsored programs	13	x	3	11	x	2	17	x	1	78	4
College (4-year) programs	15	x	3	6	x	2	6	x	1	63	5

Item 13. Avenues for Seeking Employment

If you were advising a black person trained in vocational skills how to seek and find employment, which of the following avenues would you recommend as most effective?

Prioritization Across Subsamples Regarding Avenues Recommended as Effective for Seeking Employment by Percentage of Avenues Designated

First Choice	Percentage	Second Choice	Percentage	Third Choice	Percentage
School Placement	24	Personnel office of potential employer	20	U.S. Employment Service	19
Equal Opportunity Office of potential employer	22	School placement officer	18	School placement officer	16
Personnel office of potential employer	20	Equal Opportunity Office of potential employer	17	Equal Opportunity Office of potential employer	15
U.S. Employment Service	10	U.S. Employment Service	17	Personnel office of potential employer	14
Word-of-mouth (like family, friends, etc.)	9	Word-of-mouth (like family, friends, etc.)	7	Newspaper help-wanted ads	10
Prive employment agency	4	Newspaper help-wanted ads	7	Private employment agency	9
Newspaper help-wanted ads	2	Private employment agency	6	Word-of-mouth (like family, friends, etc.)	7

According to the literature search and interviews conducted during the development of the questionnaire, an important issue is how to move students from school to work. In this item, the respondents were asked to rank seven commonly-used methods of seeking and finding employment.

Based on the combined central tendency indicated by the leaders, the three most effective avenues are: (1) school placement officer, (2) personnel office of potential employer, and (3) equal opportunity office of potential employer. The statistical procedures used to determine the rank order in item 12 were used to determine the rank order in this item.

The choices indicate support for systematic (office) over informal (word-of-mouth) methods of seeking and finding employment. The ranking, selecting the equal opportunity office over the U.S. Employment Service and private placement agencies, suggests that the leaders evaluate equal opportunity in terms of results, in this case, placement.

Items 14 and 15. Opinion of Vocational Education Programs with White or Black Students

14. What are your specific opinions of Vocational Education Programs in schools with predominantly black students?

and

15. What are your specific opinions of Vocational Education Programs in schools with predominantly white students?

"Negative" Characteristics of Vocational Education Programs	Rating of Schools with predominantly black students and schools with predominantly white students					"Positive" Characteristics of Vocational Education Programs
	1	2	3	4	5	
Teaches obsolete skills	WB*					Teaches marketable skills
Prepares for dead-end jobs	B			W		Prepares for jobs with advancement opportunity
Provides poor counseling	B	W				Provides effective counseling
Limits employment options	BW					Expands employment options
Gives useless education	BW					Gives relevant education
Provides low self-image	B			W		Provides high self-image
Needs major improvement	B			W		Needs only minor improvements
Only for students who can't make it in an academic course	B		W			For all students

*W stands for schools with predominantly white attendance.
*B stands for schools with predominantly black attendance.

Items 14 and 15 provide a profile of how the black leaders view vocational education. They were asked to show their opinion or image of vocational education by indicating whether vocational education has a negative or positive impact in relation to eight characteristics. Responses also provide a profile of how the leaders view vocational education for blacks and whites. The profile was obtained by comparing how they checked the paired statements for the two groups of students.

In terms of black students, there is a uniform and near unanimous rating among all subsamples of all response modes toward the negative end of the scale. For example, teaching obsolete skills, preparing for dead-end jobs, giving useless education, and offering vocational education only to students who can't make it in an academic course were all cited as characteristics of Vocational Education Programs.

In terms of white students, the response modes are statistically equivalent to those given for blacks in the following areas: teaching obsolete skills, limiting employment options, and giving useless education. Perceptions for the remaining items moved significantly toward the positive pole for whites. (See Table 14a-15a.)

If all of the most negative boxes were checked, the Vocational Education Program would have a rating of one (1); checking the most positive boxes would yield a score of five (5). Based on this range, the programs for blacks were perceived at 1.06 and at 2.6 for whites, indicating that the leaders considered the programs for both blacks and whites to be more negative than positive.

Table 14a-15a

Average Scale Value* of Total Sample for Characteristics of Vocational Education Programs			
Negative and Positive Characteristics of Vocational Education Programs	Programs for Black Students	Programs for White Students	Average Scale Values Combined
Teaches obsolete-marketable skills	1.51	1.39	1.45
Prepares for dead-end job-jobs with advancement opportunity	1.38	4.25	2.82
Provides poor-effective counseling	1.48	2.69	2.09
Limits-expands employment options	1.70	1.70	1.70
Gives useless-relevant education	1.41	1.66	1.54
Provides low-high self-image	1.37	3.86	2.62
Needs major-only minor improvement	1.56	3.71	2.64
Only for students who can't make it in an academic course-for all students	1.56	3.18	2.37

*Negative is 1; positive is 5.

Item 16. Effectiveness of Vocational Education Programs

What is your overall impression of the effectiveness of vocational-technical programs in various kinds of schools or for various types of students?

Impression of the Effectiveness of Vocational Education Programs							
Type of Schools, Location and Students	Total Sample and Subsamples A & B			Subsamples of Leaders Responding Yes or No to Question 27		Subsamples of Leaders Responding Yes or No to Question 29	
	Average Scale Value			Average Scale Value		Average Scale Value	
	T	A	B	Yes	No	Yes	No
H. For mainly poor white students	1.42	1.46	1.36	1.42	1.44	1.37	1.44
E. In 4-year colleges	2.00	2.00	2.00	2.04	1.93	2.01	1.98
C. In rural high schools	2.07	2.12	1.98	2.08	2.06	2.07	2.06
D. In 2-year community colleges	2.12	2.17	2.01	2.16	2.03	2.13	2.10
I. For mainly poor black students	2.18	2.17	2.20	2.17	2.20	2.15	2.21
F. In private institutions	2.31	2.27	2.37	2.34	2.24	2.34	2.25
A. In suburban high schools	2.43	2.41	2.48	2.41	2.47	2.43	2.46
J. For mainly other minorities	2.79	2.75	2.88	2.77	2.82	2.80	2.83
B. In inner-city high schools	3.01	3.00	3.03	2.97	3.08	2.98	3.06
G. For mainly affluent students	3.15	3.02	3.41	3.26	2.95	3.29	3.00
Range significant ($p < .01$). Order over subsamples perfectly maintained.							

The 10 choices in this item are grouped into three categories: school location (three choices), school structure (three choices), and type of student (four choices), allowing the respondents to indicate which of these factors is correlated with effectiveness in vocational education.

The rank order assigned by the total sample was perfectly maintained by the subsamples. Among the total sample, the top three choices were: location--rural high schools; school structure--four-year colleges; and type of students--poor whites. The top three are in distinct contrast with the lowest-ranked choices: other minorities, inner-city high schools, and affluent students.

The range between (1) mainly poor whites and (10) mainly affluent students is significant. By analyzing the relative position of the various choices within the range, it appears that the leaders feel vocational education is more effective for the poor than the rich, for whites than blacks, for poor whites than for poor blacks, and in schools with good academic programs rather than in schools with limited academic programs.

Items 14 and 15 revealed a pattern consistent with this hierarchy. When black students are considered, the listed characteristics of a Vocational Education Program are viewed as having a negative effect. The characteristics and effectiveness of the programs become slightly more favorable when white students are enrolled in the programs.

Item 17. Related Courses and Skills

In addition to teaching marketable skills, the following courses or skills are offered by some Vocational Education Programs. How important is it that these course or skills be offered?

Opinion of What Courses or Skills Should be Offered by Vocational Education Programs							
Courses and Skills	Total Sample and Subsamples A & B			Subsamples of Leaders Responding Yes or No to Question 27		Subsamples of Leaders Responding Yes or No to Question 29	
	Average Scale Value			Average Scale Value		Average Scale Value	
	T	A	B	Yes	No	Yes	No
L. Owning and operating a business	1.40	1.42	1.37	1.40	1.39	1.43	1.36
G. Decision-making and problem-solving	1.56	1.53	1.63	1.57	1.55	1.60	1.51
K. Actual work experience	1.57	1.60	1.51	1.57	1.56	1.57	1.54
H. Civic responsibility and community development	1.66	1.63	1.71	1.66	1.65	1.72	1.59
J. Black studies and ethnic awareness	1.73	1.72	1.75	1.78	1.65	1.77	1.66
F. Communication skills like reading and math	1.75	1.67	1.90	1.79	1.66	1.79	1.68
A. Occupationally-related science	2.01	2.07	1.88	2.01	2.00	1.99	2.00
C. Academic courses like history and literature	2.03	2.03	2.02	2.06	1.97	2.05	1.99
B. Knowledge of self and race	2.14	2.12	2.20	2.15	2.13	2.15	2.15
D. Preparation for advanced technical training	2.25	2.22	2.32	2.25	2.25	2.27	2.22
I. Consumer education	3.05	2.99	3.17	3.00	3.16	3.07	3.07
E. Preparation for a 4-year college	3.07	2.92	3.36	3.18	2.85	3.21	2.91
Range significant ($p < .001$); order preserved at near perfection.							

Traditionally, Vocational Education Programs have provided job training, academic experiences, and enrichment programs. In this item, the leaders were asked to rate courses and skills that should be offered in addition to marketable skills.

Based on the total sample and subsample agreement, the rank and range of the items indicate a third major objective for Vocational Education Programs. The leaders, in response to this question, strongly selected as their first choice, "owning and operating a business." The top six choices appear to be clearly related to this objective. The business-related courses and skills are trailed by several options that are related to academic and vocational training, choices that have strong valence in other items.

It is not clear from the data whether the respondents were thinking of high school or community college vocational programs when they answered this question.

Item 18. Needed Improvements

It has been suggested that some areas of vocational education need improvement. How important is it that the following areas be improved?

Opinions of Which Vocational Education Areas Need Improvement							
Areas for Improvement	Total Sample and Samples A & B			Subsamples of Leaders Responding Yes or No to Question 27		Subsamples of Leaders Responding Yes or No to Question 29	
	Average Scale Value			Average Scale Value		Average Scale Value	
	T	A	B	Yes	No	Yes	No
A. Guidance and counseling	1.31	1.31	1.32	1.32	1.30	1.34	1.28
B. Administration	1.46	1.45	1.46	1.45	1.48	1.48	1.41
D. Facilities and equipment	1.87	1.84	1.91	1.88	1.84	1.86	1.85
H. Community involvement	2.05	2.12	1.91	2.00	2.14	1.97	2.13
G. Accountability	2.07	2.03	2.16	2.07	2.08	2.05	2.12
E. Instruction	2.41	2.37	2.50	2.43	2.37	2.47	2.33
K. Research and evaluation	2.54	2.51	2.60	2.46	2.71	2.46	2.57
F. Funding	2.70	2.64	2.81	2.71	2.68	2.73	2.66
J. Work experience for students	2.95	2.93	3.01	2.88	3.10	2.88	2.96
I. Employer involvement	2.99	2.94	3.09	2.96	3.04	2.95	2.99
C. Curriculum	4.06	4.02	4.13	4.06	4.06	4.08	4.03
Range significant ($p. < .001$); order preserved.							

The key complaints of the respondents about Vocational Education Programs relate to: (1) guidance and counseling, (2) administration, and (3) facilities and equipment. The respondents feel that vocational education must be improved in these areas.

Many of the respondents who considered it important to get improvement in these areas also stated that they did not feel major improvements were needed in curriculum. The areas rated as most in need of improvement, cited above, are basic support services to curriculum activities and relate mostly to leadership.

Item 19. How Black Leaders Can Help

Here are some suggestions on how black leaders can help Vocational Education Programs.

Opinion of How Black Leaders Can Help Vocational Education Programs							
Ways to Help Vocational Education Programs	Total Sample and Subsamples A & B			Subsamples of Leaders Responding Yes or No to Question 27		Subsamples of Leaders Responding Yes or No to Question 29	
	Average Scale Value			Average Scale Value		Average Scale Value	
	T	A	B	Yes	No	Yes	No
J. Encourage competent students to enter the programs	1.25	1.28	1.20	1.24	1.27	1.24	1.24
H. Explain requirements of available jobs to instructors and counselors	1.42	1.41	1.44	1.41	1.45	1.39	1.42
D. Help develop community involvement and support	1.48	1.47	1.51	1.48	1.49	1.46	1.47
G. Provide work experience for students	1.52	1.52	1.52	1.51	1.54	1.45	1.59
E. Provide awards and recognition for students	1.56	1.54	1.61	1.57	1.56	1.49	1.59
A. Serve on policy-making boards and committees	1.58	1.60	1.55	1.57	1.61	1.48	1.67
C. Register a demand for excellence in programs, equipment, facilities and for adequate funding	1.58	1.57	1.60	1.58	1.58	1.49	1.63
B. Participate as a resource instructor, tutor or counselor	1.62	1.61	1.63	1.62	1.61	1.57	1.61
F. Employ graduates of the courses and programs	1.79	1.79	1.81	1.82	1.74	1.79	1.80
I. Publicize the program and activities	1.80	1.80	1.82	1.81	1.79	1.72	1.85
Range not significant ($p. > .50$). Order preserved.							

During the questionnaire development phase and the pretest, several suggestions were made about how black leaders could help vocational education. Ten of the suggestions were included in the survey instrument. Each of the 10 suggestions was rated between "excellent" and "good." Within this narrow range, the items that deal with communication are rated highest. Those that require more personal involvement and time investment were rated lowest.

The block reaction of the respondents to the 10 suggestions may be interpreted to mean that each of the possible actions is acceptable to them, meaning that all 10 suggestions are desirable actions. Support for this interpretation is available in the black leaders' strong advocacy of job training and their demand for positions on influential boards.

A counter interpretation is also possible. The block reaction may mean that the question was not taken seriously and that the respondents did not project themselves into the imagined activity. This inference of indifference, of course, is consistent with the respondents' negative image of some Vocational Education Programs. Active participation in support of a program that is viewed as negative could hardly be expected.

Item 20. Increasing Black Leader Support

What should administrators of Vocational Education Programs do to increase the support of black leaders for Vocational Education Programs?

Opinions About Actions Vocational Educational Administrators Should Take to Increase Support from Black Leaders by Percentage and Index

Administrative Actions	Total Sample and Subsamples A & B			Samples of Leaders Responding Yes or No to Question 27		Samples of Leaders Responding Yes or No to Question 29		Index
	Percentage Response			Percentage Response		Percentage Response		
	T	A	B	Yes	No	Yes	No	
a. Give them more information about the programs	30	33	24	28	34	30	31	165
b. Involve them in those programs that relate to their business and employment	30	28	32	32	26	33	28	153
c. Appoint them to influential bodies (committees, policy boards, etc.)	27	23	33	28	24	25	29	145

In order of significant ($P < .001$) priority; relative order among subsamples is significantly different ($P < .01$).

Eighty-seven percent of the respondents selected three choices out of seven alternatives. The top three choices for the total sample and the subsamples were the same; however, the various subsamples ranked the choices in slightly different orders. Based on the central tendency, the top choices are:

1. Involve them in those programs that relate to their business and employment.

2. Give them more information about the program.

3. Appoint them to influential bodies.

Item 21. Beliefs, Positions, and Issues

How valid are the following statements?

Statements	Agreement with the Statements						
	Total Sample and Subsamples A & B			Subsamples of Leaders Responding Yes or No to Question 27		Subsamples of Leaders Responding Yes or No to Question 29	
	Average Scale Value			Average Scale Value		Average Scale Value	
	T	A	B	Yes	No	Yes	No
D. Vocational education should design and implement programs to lessen discrimination.	2.08	2.04	2.16	2.08	2.09	2.00	2.06
A. Vocational education programs direct people away from responsible leadership positions in the society.	2.71	2.70	2.74	2.66	2.82	2.66	2.69
E. If students can't get jobs because of discrimination, there is no point training them.	3.04	3.03	3.04	3.00	3.11	2.92	3.15
C. Blacks have been unfairly prevented from entering highly technical-vocational programs that lead to good-paying jobs.	3.06	3.05	3.07	3.00	3.17	3.01	3.07
B. Competency tests act more often as barriers that discriminate racially, than as measures of job performance skills.	3.27	3.26	3.30	3.21	3.40	3.23	3.28
G. Non-public training programs such as private vocational-technical schools and employer training programs are more effective in job training than public programs.	3.94	3.95	3.91	3.94	3.94	3.89	4.02
F. If students can't get jobs because there are not enough provided by the economy, there is no point training them.	4.00	4.02	3.95	3.99	4.02	3.97	4.05
Range significant ($p. < .001$); order preserved.							

The leaders, in this item, were asked to respond to a series of arguments commonly used for and against reforms in vocational education--arguments similar to the Washington-DuBois debate and those over the percentages of blacks who should go to college. None of the statements were rated as extremely valid.

The beliefs, positions, and issues listed in the item were rated as valid on a five-point scale ranging from "very" to "not very." Rated as very valid was the position that "vocational education should design and implement programs to lessen discrimination." The next statements, rated as "fairly valid," were that "Vocational Education Programs direct people away from responsible leadership positions in the society," "If students can't get jobs because of discrimination, there is no point in training them," and "Blacks have been unfairly prevented from entering highly technical-vocational programs that lead to good-paying jobs."

The responses assert the value of training and the validity of designing programs to lessen discrimination. There appears to be little support in the data for a conspiracy theory of discrimination.

Item 22. Avenues to Influencing Vocational Education Programs

If the black community wanted to influence local and State Vocational Education Programs, which of the following avenues would you recommend?

Results of the Development of a Matrix Index to Determine the Order of Choices of Avenues for Black Leaders to Influence Local and State Vocational Education Programs

Avenue Recommended	Matrix Index (based on combined central tendency)	Rank Order
Become members of vocational education boards and/or committees	148	1
Organize action groups	128	2
Use the ballot box	103	3

The combined central tendency of the respondents resulted in the three choices, in the order listed. Seventy-seven percent of the respondents selected these three choices, and none of the remaining choices were made by a meaningful percentage of the respondents.

Items 23 and 24. Percentage of Blacks That Should Go to College

23. The government has issued figures that indicate that by 1980, only 20% of all jobs will require a college degree. Would you, therefore, suggest that the number of black students going to college should be 20%?

Percentage Responses When Asked if the Number of Black Students Going to College by 1980 Should be 20 Percent

Responses	Total Sample and Subsamples A & B			Subsamples of Leaders Responding Yes or No to Question 27		Subsamples of Leaders Responding Yes or No to Question 29	
	Percentage Response			Percentage Response		Percentage Response	
	T	A	B	Yes	No	Yes	No
No	80	78	83	81	79	85	57
Yes	12	13	10	11	14	10	20
No opinion	8	9	7	8	7	5	23
Total	100	100	100	100	100	100	100

The total sample and the subsamples solidly reject the percentage as stated in the item stem. Approximately eight out of 10 said "no." A different percentage distribution was obtained from those who do not employ people in vocational-technical jobs. They checked "no opinion" and "yes" more often than respondents in the other subsamples. On balance, even this subsample agrees with the majority opinion.

24. If your answer to the above question (No. 23) was NO, what percent would you recommend go to college?

There was no discernible central tendency for any of the subsamples or total sample. No percentage recommendation can be given based on the replies of the respondents.

Item 25. Amount of Trust in Levels of Government

Here are four levels of government. For each level, indicate the amount that you trust that level of government to meet the needs of blacks in vocational education.

Level of Government	Opinion of the Amount of Trust the Total Sample of Black Leaders Have in Four Levels of Government by Average Scale Value	
	Average Scale Value*	Rank
Federal Government	2.34	1
State Government	3.03	2
City Government	3.26	3
County Government	3.44	4

*Scale Value (1)=full trust (5)=little or no trust.

The respondents indicate that they have more trust in the Federal Government than in other levels of government; their trust provides a rationale for the Federal Government's providing leadership in solving problems in vocational education.

Item 26. Occupational Segregation

Occupational segregation means that the overall community employment pattern is one in which certain kinds of people have certain types of jobs: like blacks in nontechnical occupations, etc. Based on race, do the policies and programs of the following institutions increase occupational segregation, decrease occupational segregation, or maintain the status quo?

Occupational Segregation as a Result of Policies and Programs Based on Race, Total Entries

Institutions	Increase Occupational Segregation		Decrease Occupational Segregation		Maintain Status Quo of Occupational Segregation		No Responses		Total	
	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage
A. Public vocational high schools	318	25	246	19	0	-	688	54	1252	100
B. Community (2-year) colleges	537	43	0	-	0	-	715	57	1252	100
C. Private vocational-technical schools	1000	46	764	36	386	18	0	-	2150	100
D. Four-year colleges	822	66	0	-	0	-	430	34	1252	100
E. Labor unions	488	39	640	51	0	-	124	10	1252	100
F. Business and industry	1156	45	518	21	851	34	0	-	2525	100
G. Federal government	226	18	324	26	0	-	702	56	1252	100
H. State government	791	63	0	-	0	-	461	37	1252	100
I. Local government	873	37	826	34	702	29	0	0	2401	100
Total Entries/ Percentage	6211	54	3318	29	1939	17	- 0 -		11468	100

Of the nine items presented, the data are questionable on three: private vocational schools, business and industry, and local government. In these three instances, respondents checked multiple boxes.

A possible assumption is that these three areas produced the most ambivalence. Note, for example, that the "status quo" category is used only for these three items. If the assumption is true, then a conversion to the total number of entries (rather than respondents) makes a comparison possible. The table of results reflects this conversion.

In the opinion of the leadership, occupational segregation is increasing. More than one of every two entries supported this conclusion. Of the nine institutions, only two were considered to be doing more to decrease occupational segregation than to increase it. These two are labor unions and the Federal government.

BLACK LEADERS' ATTITUDES TOWARD THE DESIRABILITY OF BLACK STUDENTS' ENTERING AND COMPLETING VOCATIONAL EDUCATION PROGRAMS

PART 5:

DESCRIPTION OF STUDY METHODS

INTRODUCTION

What decisions should administrators of Vocational Education Programs make to improve the effectiveness of the Programs for black students and other students? This is the central question of a nationwide survey of black leaders.

The survey method involved designing a survey instrument, mailing the questionnaire to the black leaders, collecting and tabulating the responses, and analyzing the data to obtain findings and make recommendations.

IMPORTANCE AND PURPOSES

A basic premise of the study, and one from which its objectives were developed, is that administrators of Vocational Education Programs would take action to improve their decisions and programs if reliable information showing that such action is desirable could be obtained from a group of significant leaders.

In line with traditional and current policies and as a result of legislative and administrative practice, vocational education administrators involve citizens in the planning and implementation of Vocational Education Programs. For example, P.L. 90-576 established national and State advisory councils as a method of citizen participation. Local vocational education administrators also establish and rely on local councils and committees.

This study, consistent with the tradition and policy of involving citizens, involves members of the black community in a manner that does not duplicate existing methods of participation. If Vocational Education Programs are to be improved, particularly for black students, the administrators of the Programs must have relevant information to make required decisions and to take necessary action. This study was designed to obtain reliable data from black leaders on the assumption that such data, presented in operational terms, can influence administrative decisions and actions.

The study sought to determine, through established and accepted research methods, the attitudes, opinions, and recommendations of black leaders regarding how vocational education can be improved. A major objective of the study was to obtain findings that can be used by program administrators. For example, if the black leaders' attitude toward or assessment of Vocational Education Programs were positive, the administrators would be able to identify factors that could increase this support. On the other hand, if the findings reveal a negative image of vocational education, the administrators can identify factors that can be used to improve the programs and to make them more attractive and relevant to the needs of the black community.

The opinions of black leaders about vocational education have an impact on, at least, two critical concerns: (1) improving programs for black students, and (2) increasing funding for Vocational Education Programs. The black leaders are in a position to offer meaningful recommendations for program improvement because of their unique relationship with black students and with the educational systems. Many of the black leaders have a firsthand experience with Vocational Education Programs and with students in these programs. Approximately one out of every five vocational education students is black.

As one of many programs that prepare people for employment, vocational education must compete for its share of available funds. Legislators, administrators, and members of boards who allocate training funds make their decisions, in part, on the basis of the relative effectiveness of the various training programs, as perceived and supported by members of the community. As decision-makers and as people who influence decision-makers, the black leaders can affect the allocation of funds among the training programs. Currently, training programs that are similar in character and purpose to Vocational Education Programs receive a larger share of funds than Vocational Education Programs, which are seeking more funds. More funds are becoming available for training since unemployment is a national priority, particularly black youth unemployment. It is important for administrators of Vocational Education Programs to demonstrate the effectiveness of their programs and to win increased support from the black leaders to maintain or increase their share of the funding.

Designed to obtain relevant and reliable information, the study had several major purposes:

- To assess and display the attitudes and opinions of black leaders toward black students entering and completing Vocational Education Programs.
- To provide a data base that can be used by administrators of Vocational Education Programs at the Federal, State, and local levels to make decisions, adopt policies, and take actions.
- To involve black leaders directly in making decisions that affect the thousands of black students enrolled in Vocational Education Programs and that affect the overall administration of the Programs.

RESPONDENTS

The respondents are black people who hold positions of influence and leadership in organizations, occupations, interest groups, and agencies at the national, State and local levels. Usable returns were received from 1,252 black leaders. For purposes of analysis, the total respondent group was divided into six major subsamples and seven minor subsamples.

Operational definition. To select the sample and design the survey instrument, an operational definition of the sample was formulated. Black leaders are defined as black people with one or more of the following characteristics:

- They have been elected to one of the top offices in a predominantly black organization or group.
- They hold administrative or board positions that enable them to decide on the funding and program performance of Vocational Education Programs.
- They hold top positions in professional, trade, educational, civic, community, or similar types of organizations and groups.
- They have been elected or appointed to high-level public offices or positions.
- They hold supervisory positions.
- They are recognized as leaders by relevant mass media.
- They are recommended as leaders by people who meet the above characteristics.

Sample. The names and addresses of people who were to receive the survey instrument were obtained by an exhaustive search for mailing lists. Contacts were made with black organizations to obtain a list of their national, State, and local officers. Additional names were identified from relevant directories and publications such as: Who's Who in Black America, Directory of Black Elected Officials, and other similar publications.

This search resulted in a lengthy list of leaders including: Federal, State, and local administrators; business, education and manpower executives; elected and appointed officials; entertainers and media representatives; religious and labor leaders; fraternity, sorority and social club officers; and leaders in other categories, providing a broad cross section of the leadership.

Approximately 12,600 names and addresses were compiled. Although it cannot be inferred that 12,600 people constitute the universe of black leadership, efforts to increase the number of names and addresses did not meaningfully change the breakout that was available in the list compiled. Comparisons with other lists of national black leaders revealed considerable overlap. Based on this and the limitation of time and funds, it was decided to proceed with sample selection, based on a revised and updated list of 12,600 leaders.

The list of 12,600 names was divided into predetermined categories such as: business, community organization, education, government, labor, media, professions, and religion. One of every four of the pople in each category was selected to receive the survey instrument. The selection was made on a random basis, adjusting for geographical distribution.

Subsamples. The total sample, six major subsamples, and seven minor subsamples were used to analyze the data. The built-in subsamples permitted comparisons between different types of respondents within the total sample.

Six major subsamples, essentially three paired groups, were designed in the analysis by color coding the forms and by specific demographic questions. The total sample was sorted three different times to obtain the six major subsamples. List in pairs, the major subsamples were defined as:

- (1) Vocational education "specialists" and (2) all other respondents
- (3) Active educational participants and (4) not active educational participants
- (5) Vocational-technical employer and (6) not vocational-technical employer

Minor subsamples, categorized by type of respondent's educational experiences, were indicated when the respondents checked one or more of the options in survey item 28--an item designed to reveal the respondents' involvement with or knowledge of some kind of educational program. Because the respondents could check more than one option, the number of educational experiences (3,207) is larger than the total sample size (1,252). On the average, the respondents had between two and three different types of educational experiences.

Table 1, Sample Breakout, provides data on the total sample and the total educational experience of the respondents. Included is a breakout of the major and minor subsamples by number and percentage of total. The item on the survey instrument used to identify a specific subsample is listed so the reader can refer to the survey instrument for a more precise definition of the subsamples.

Table 1

SAMPLE BREAKOUT

Item Identification	Name	Number	Percent of Total
T -	Total Sample	1,252	100
A subsample A	General Leadership	825	65.8
B subsample B	Voc. Ed. Specialists	427	34.1
I 27 Yes	Educational "Board" member	828	66.1
I 27 No	Not Educational "Board" member	424	33.8
I 29 Yes	Voc. Tech. Employers	631	50.3
I 29 No	Not Voc. Tech. Employers	523	41.7

T Ed. Ex.	Total Educational Experience	3,207	100
I 28 a	High School VEP	782	24.4
I 28 b	High School Academic Program	554	17.3
I 28 c	Com. College Voc. Program	461	14.4
I 28 d	Four-year College Vocational Program	320	10.0
I 28 e	Private Vocational-Technical Institute	251	7.8
I 28 f	Apprenticeship Program	375	11.7
I 28 g	Employer-Sponsored Training Program	464	14.5

Confidentiality. In accord with government regulations and survey procedure, the confidentiality of the respondents and their returns was maintained during the study. No names or addresses were attached to the survey instrument itself and the respondents were informed in a cover letter accompanying the instrument that their names would not be associated with their responses during the collection and analysis of the data and that the response records would be destroyed after completion of the project. A log number was used on the survey instrument for the purpose of follow-up and nonrespondent bias testing. The log number, log books, and similar records were kept in separate offices from the returned survey forms before being destroyed.

SURVEY INSTRUMENT DEVELOPMENT

Three sets of related tasks were performed to develop a survey instrument to meet the data needs of administrators, the concerns of black leaders, and the survey requirements of the government.

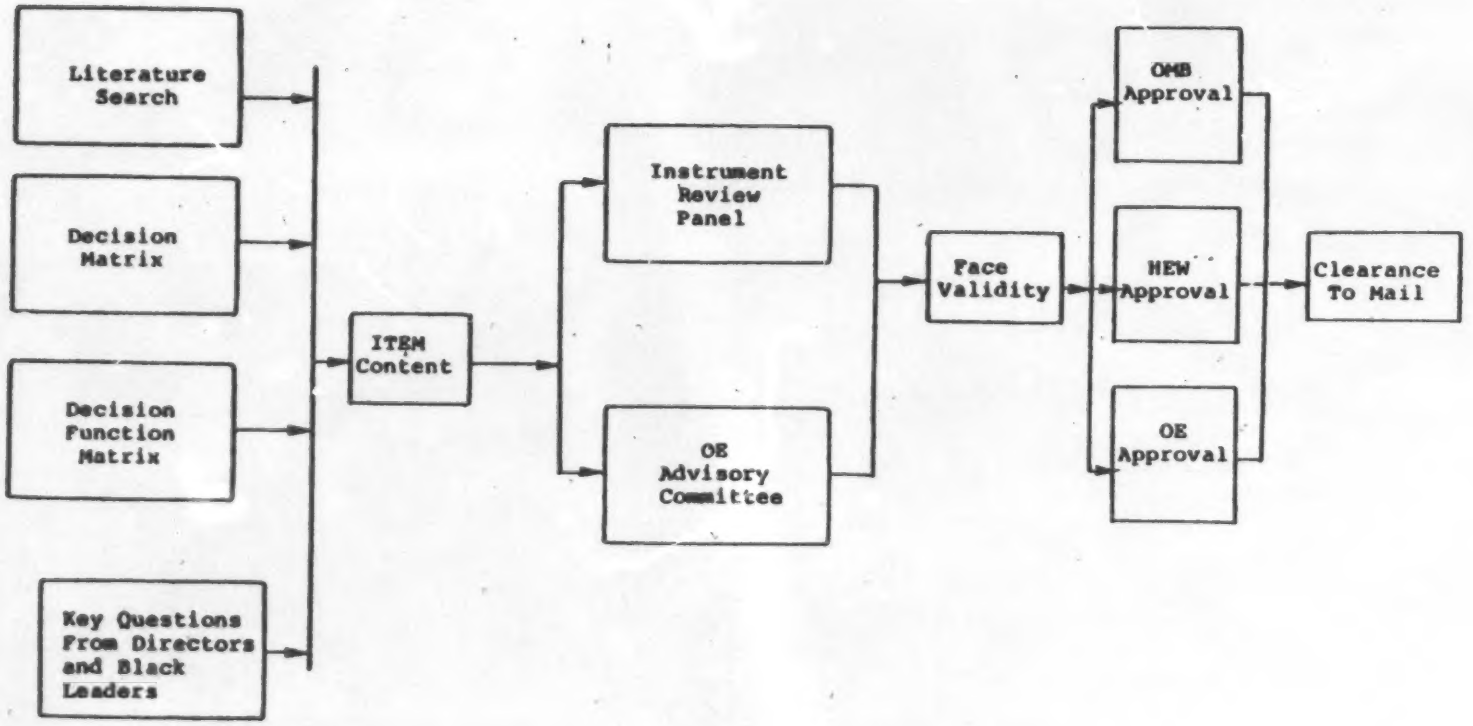
The tasks, as shown on Chart 1, Survey Instrument Development, resulted in the definition of item (survey question) content and subject-matter coverage. In addition, these tasks led to specification and verification of the face validity of the instrument and enabled the staff to secure the required approvals from the respective government offices.

An initial bank of items for the survey instrument was developed by a literature search. Approximately 640 articles and references were reviewed to determine important issues about vocational education that should be addressed by black leaders and program administrators. The literature search also helped to avoid duplication of previous findings. The broad and diffused concerns revealed by the literature search were made more specific by analyzing P.L. 90-576, State plans, and vocational education management plans to determine what decisions administrators of Vocational Education Programs are required to make. This information, developed into a Decision Matrix, was used to correlate: (1) important issues in vocational education, (2) required administrative decisions, and (3) predictable or anticipated concerns of black leaders. Following this correlation, the information was used to formulate a Decision Function Matrix.

As a final preparatory step before writing actual items for the survey instrument, State directors of Vocational Education Programs and selected groups of black leaders were asked to provide a list of five questions they would ask in the study. More than 500 questions were provided in response to this request. The black leaders who submitted questions were not included in the actual survey sample. The content

Chart 1

SURVEY INSTRUMENT DEVELOPMENT



S-7

and coverage of the survey instrument was developed by analyzing and combining information from the literature search, decision matrix, and priority questions from State administrators and selected black leaders.

As would be expected, a survey instrument of this type was revised several times. At critical points in the process, the instrument was reviewed by specialists in vocational education and survey methodology. The reviewers were asked to check the subject matter in the instrument, insure the face validity of the items, and make recommendations to improve the study. Members of the Study Instrument Review Panel were: Mr. M. Mark Fisher, IV, Executive Secretary, National Association for Equal Opportunity in Higher Education (Washington, D.C.); Dr. M. A. Harkleroad, Assistant Dean, Admissions, University of Maryland; Mr. Celious Henderson, President, Marion Adult Education & Career Training Center (Chicago, Illinois); Mr. Addison S. Hobbs, State Director, Vocation-Technical Education Service, Michigan State Department of Education; Mr. William L. Lewis, Assistant Regional Commissioner of Occupational & Adult Education, Department of Health, Education & Welfare (Chicago, Illinois); Mr. Charles Nichols, Director, Vocational Education, Minneapolis Public Schools; Mr. Franklin P. Ollivierre, Director, Office of Aging, Region I (Boston, Massachusetts); Mr. George R. Quarles, Chief Administrator, Board of Education, City of New York, Office of Career Education; Dr. John P. Suggs, Chairman, Industrial Arts Department, Coppin State College (Baltimore, Maryland); and Dr. Benjamin Whitten, Executive Director, Baltimore City Public Schools, Vocational Education Area.

Members of an Office of Education Advisory Committee who reviewed the instrument were: Dr. Glenn C. Boerrigter, Chief, Research Branch, Division of Research and Demonstration, Bureau of Occupational and Adult Education (BOAE), U. S. Office of Education; Dr. William T. Carter, Director, Division of Educational Systems Development, BOAE, U.S. Office of Education; Mr. Richard Hobson, Chief, Program Services Branch, Division of Adult Education, BOAE; Ms. Grace Watson, Educational Program Specialist, Office of Career Education, U.S. Office of Education; and Dr. William C. Young, Special Assistant to the Deputy Commissioner, BOAE, U.S. Office of Education.

The survey instrument and supporting documentation were prepared and submitted to the appropriate government offices for approval and clearance. After review and approval by the Program Contract Officer, the Office of Education, and the Department of Health, Education and Welfare, the survey instrument, mailout package, and supporting documentation were cleared for distribution by the Office of Management and Budget.

DATA REDUCTION AND ANALYSIS

The required number of usable returns were received from the respondents to provide a reliable data base. Approximately five percent more than the number of returns required by the Office of Education's clearance standards were received; 1,252 usable returns were received, while only 1,179 were required. A test for nonrespondent bias was conducted, based on the percentages stated in the OE requirement. Table 2, Sample Fulfillment and Nonbias Test, shows the breakout for OE requirements and study performance as it applies to subsamples A and B. Subsample A includes the general, across-the-board leadership. Subsample B includes black leaders who were identified by State directors of Vocational Education Programs as persons who are active in their programs.

Items. The survey instrument included two types of items, resulting in two types of response modes.

Type 1. This type of item called for a response on a Likert-type, 5-point scale, ranging from (1) "extremely" or "excellent" to (5) "very poor" or "not at all." These responses generate ordinal data on a ratio scale for which central tendencies and dispersions can be determined by computing the sample means and standard deviations. Items in this category were: 1, 2, 4, 5, 6, 7, 11, 14, 15, 16, 17, 18, 19, 21, 24 and 25. Item 24 was treated as type 1, with a ratio variable scale of 0 to 100 and with the computation of running averages.

Type 2. For items in this category, respondents were asked to select one (or the top three) from among several possible item options. This type of question generates nominal data from which frequencies of response and percentages can be computed. The items were: 3, 8, 9, 10, 12, 13, 20, 22, 23, and 26. Items 27, 28, and 29, which provided nominal data, functioned as a means of identifying subsamples.

Response vectors were created by keypunching appropriate codes on IBM cards, one set per respondent and one code per response option of the expected data. Analysis, by a Univac 1108 in an especially written Fortran V, was performed across the items for each subsample and the total sample.

SUBSAMPLE SEPARATION

An initial concern was a possibility of a high level of redundancy among the responses to item 27, one of the subsample designating items, and a possible overlapping cross-tabulation of this item with item 29, another subsample designating item. For this reason, the analysis began with a study of the data in order to detect the amount of redundancy or cross-tabulation. The procedure is described.

Table 2

SAMPLE FULFILLMENT AND NONBIAS TEST

OE Requirements					Study Performance			
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
Sample Size	Fulfillment 75%	Diff. (1)-(2)	OMB Bias Test	Combined Fulfillment (2)+(4)	Usable Returns	Diff. (1)-(6)	Nonbias Test	Combined Fulfillment (6)+(8)
A-975	731	244	15%-36	767	797	178	15%=28	825
B-500	375	125	30%-37	412	396	104	30%=31	427
Total= 1,475	1,106	369	19.7%= 73	1,179	1,193	282	20%=59	1,252= 106% Fulfillment

(a) If a respondent marked options a, b, or c in item 27 but not options d or e, a code of "1" was assigned; if the respondent marked either d or e but not a, b, or c, a code of "2" was assigned; all other respondents were coded "3," including the nonrespondents. The result showed that only 10 percent of all respondents were tabulated with a "3," meaning an 81 percent clean separation of respondents according to a, b, or c, on the one hand, and d or e, on the other hand. Consequently, the analysis of the data proceeded by classifying the respondents to a, b, or c as I 27 Yes, and the remaining respondents as I 27 No.

(b) A cross-tabulation was performed between this binary response to item 27 (yes or no) and the yes or no responses to item 29, in which respondents were asked whether they had hired or not hired a person trained in vocational education in the last five years. There was less than a 45 percent consistency or overlap. For this reason, the separate analytic breakouts for the subsamples, according to item 29, were kept intact.

Reliability

A second concern, at the beginning of the analysis, was instrument reliability. This is the extent to which statistics computed on the sample responses are accurate reflections of their true value. A majority of items generated ordinal estimates on ratio scales (type 1), permitting the Guilford two-way analysis of variance procedure for estimating the reliability. According to this procedure, the total observed variance in the response data is partitioned as follows:

VAR(T) = VAR(ID) + VAR(IDxIT) + VAR(E) where VAR(T) is the total variance, VAR(ID) is the variance due to individuals, VAR(IT) is the variance due to an interaction between items and individuals, and VAR(E) is the variance due to error. The Guilford two-way ANOVA generates variance estimates for each of these sources. The reliability of the instrument is then defined as

R = 1 - VAR(E) / VAR(T), or, in words, the reliability is 1 less the proportion of the estimated error variance to the total variance. When this procedure was applied to the total response data base, the ratio VAR(E) / VAR(T) was .22, giving rise to a reliability coefficient of .78 which is a very good result for this type of survey instrument.

Computation

After the study of items 27 and 29 and the reliability problem, the analysis continued with the massive computations of the sample statistics:

For the 15 type-1 items, with the responses on the 5-point scale, the output displayed was the frequency of each response, the total number of respondents (N), the means, and standard deviations of the response modes. Every statistic was computed according to the total sample and separately for each subsample. In addition, a "rank" was displayed for each response mean according to which subsample had the strongest positive average response. The mean and standard deviations for the type 1 items per subsample are to be interpreted as follows:

The Mean was computed by multiplying the response frequency of a scale point by the value of that point and then averaging this computation over the scale. This gives the average response for the subsample on the scale. Thus, when a mean of 1.5 is observed, it means that, "on the whole," the subsample responded halfway between "extremely," and "very." Of course, the smaller the mean, the more positive the response.

The Standard Deviation is easily interpreted as an "index of disagreement." It can be shown mathematically that if all respondents in a subsample choose exactly the same response, the standard deviation would be 0, indicating perfect agreement. Under conditions of maximum dispersion (i.e., 50 percent of the sample on each of the extreme points), the standard deviation takes a value of 2.00.

With the means for each subsample in place, the next question concerned significant differences among the subsamples means. To be specific, consider item 1, which had the following means:

		Sample A	Sample B
(A)	Office	1.77	1.66
(B)	Trade and Industry	1.43	1.34
(C)	Technical	1.44	1.31
(D)	Health	1.53	1.36
(E)	Distributive	1.70	1.53
(F)	Agriculture	2.27	2.13
(G)	Home Economics	2.17	2.07

A cursory inspection shows that the sample A and B means are not pair-wise identical. However, these means are only sample statistics and as such estimates of the true means in

the populations represented by the samples. Therefore, the real question is: Are the observed sample differences large enough so that it is likely that the populations really are different? Conversely, and formally stated, this is the null hypothesis:

$$H_o: \quad A1 = B1, \quad A2 = B2, \text{ --- } \quad A7 = B7$$

The null hypothesis is the assertion that the 7 population means in samples A and B, arising from question 1, are pairwise the same. The observed means are then tested statistically, with a multivariation analysis of variance (MANOVA), to see if the null hypothesis is supported or rejected by the data. The relevant statistic is known as the "Hottelling T-Square." If the data assign a value to this statistic for which the chances are small, under the null hypothesis, such as less than .05 or .01 or .001 (indicated by $P < .05$ or $p < .01$ or p .001), the null hypothesis is rejected and the differences are said to be significant. (Range is significant.) If the chances are large ($p > .10$ or $P > .50$ etc.), the null hypothesis is retained, and the differences are said to be "nonsignificant." (Range is nonsignificant.) A second question about the means is their relative orders of magnitude when compared among subsamples. For instance, arranging the data according to their size in samples A and B shows the following order:

		Sample A	Sample B
(B)	Trade and Industry	1.43	1.34
(C)	Technical	1.44	1.31
(D)	Health	1.53	1.36
(E)	Distributive	1.70	1.53
(A)	Office	1.77	1.66
(G)	Home Economics	2.17	2.07
(F)	Agriculture	2.27	2.13

Notice that the relative ordering in the two samples is the same, except for B and C. In sample B they are switched. Is this a "significant upset"? The statistic used to decide "significant differences in ordering" is the Kendall Tau. If this Tau takes on a significant value ($p < .05$, or $P < .01$, or $P < .001$), the order or the means is said to be "significantly different" for the subsamples involved.

For the remaining nominal (type 2) items, significant differences were studied by using the well-known Chi-square statistic.

SUMMARY

By securing black leaders' opinions and recommendations about vocational education in a national survey and by making the findings available to administrators of Vocational Education Programs, this study provided black leaders an opportunity to participate in making, and have an impact on, decisions and policies affecting the outcome of Vocational Education Programs.

Representing a broad cross section of the leaders at the national, State, and local levels, 1,252 respondents returned usable survey instruments. The instrument was specifically designed to relate to the decisions that administrators of Vocational Education Programs have to make and to the high-priority concerns of black leaders. A significant number of the respondents are people who influence funding for Vocational Education Programs, who have a firsthand knowledge of vocational education, and who employ people in vocational-technical positions.

The survey, by using well-established and accepted survey procedures, produced findings that are valid, reliable and useful. Subject matter coverage and face validity were built into the instrument during design and development stages. Computer generated data and statistical methods were used to reduce and analyze the data, resulting in an instrument reliability coefficient of .78 and a collection of findings, many of which are statistically significant.